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ABSTRACT

This second volume of the report to California State Legislature's Joint Committee on Reorganization of Large Urban Unified School Districts includes the results of the several discreet research tasks carried out in the course of the study. It comprises the data base from which most of the conclusions and recommendations are derived. (For complete abstract, see UD 015 722). (Author/JM)

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# ALTERNATIVES FOR REORGANIZING

# LARGE URBAN UNIFIED SCHOOL DISTRICTS

## VOLUME II: APPENDIXES

A Report to the
California State Legislature
Joint Committee on Reorganization of
Large Urban Unified School Districts

June 2, 1970

UD 015 723

APPENDIX A

## A DESCRIPTION OF THE APPROACH AND TASKS

### A. The Original Scope of Work

The original contract included four sequential but slightly overlapping stages:

#### Stage 1: Data Collection and Formulation of Criteria

This stage involved our initial data gathering efforts consisting of personal interviews with: parents, citizens, principals, teachers, LAUSD administrators and board members, county administrators, city government personnel, and educators from cities near Los Angeles. We also gathered information and statistics about the LAUSD school system, its budgets, pupil performance, teacher transfers, racial and ethnic composition, and related data from the county and other large urban unified school districts. During this stage, the Joint Committee held five public hearings for citizens throughout LAUSD, plus one in Sacramento for superintendents and board members of other large urban unified school districts in California.

The specific focus of this stage was to identify and pattern key problems or dysfunctions, probe for cause of such problems, and determine what has worked to ameliorate problems and why. From this information, we sought to define criteria with which to measure the appropriateness of the two major organizational alternatives.

#### Stage 2: Synthesis of Information and Specification of Alternatives

This step was to develop and specify the two major alternatives as well as significant modifications for reorganizing the school district. The two alternatives, plus attractive modifications, were to be specified and tested against the defined criteria. The alternatives and modifications surviving this initial screening process were to be written up in brief discussion papers for more extensive testing.

(It was at this point that the scope of the work was expanded and a second contract for the expanded scope was executed. The expanded scope was to be performed in the same stages remaining. See the section on expanded scope of work presented later in this report.)

Stage 3: Testing of Alternatives with Representatives of Community Groups, the School System, and the Joint Committee

The two alternatives and those modifications which appeared most promising as actions to improve representation and responsiveness to educational need were discussed thoroughly with a variety of parties-in-interest. Political, social, economic, and, of course, educational implications were discussed with community representatives.

Organizational implications, operational feasibilities and costs, and financing implications were explored with school system representatives as well as probable effects on the learning of students. Legal constraints on the implementation of these alternatives and modifications also were checked. Results of these explorations and discussions were reviewed with the Joint Committee and its counselors. The advantages and disadvantages of the alternatives and modifications were noted, and those which appeared to be immediately feasible of implementation, or close to it, were selected for write-up in the final stage.

Stage 4: The Writing of the Final Report

The reorganizational alternatives plus those modifications which passed the test of Stage 3 were written up as policy plans, with the modifications appearing as optional variations in less detail. Each alternative in the report contains a discussion of the rationale upon which it is based, a comparison of its major advantages and disadvantages as seen by representatives of key parties-in-interest, and our own judgements of the degree to which it meets the defined criteria and is operationally feasible. We have also indicated our recommendations as to the preferred strategy and rationale for reorganizing large urban school districts.

B. Expanded Scope of Work

As work progressed through Stage 1 and the beginning of Stage 2, it became apparent that alternatives other than the two agreed upon in the first contract needed consideration, that additional information and data on costs and staffing were needed, and that the complete spectrum of alternatives needed to be discussed with and evaluated by parent and citizen opinion leaders throughout LAUSD. A second contract extending the scope of work within the remaining stages was executed. The additional tasks under the expanded scope were as follows:

1. Analysis of Patterns of Actual Resource Application among Schools with Different Degree of Student Need

Recent study of data from several research projects (including the Coleman survey) suggests that school and teacher characteristics do, in fact, make a difference on student achievement even when the other effects of environment and socio-economic characteristics of peers are held constant. The purpose of this task was to see whether or not to what degree additional or higher quality resources have been differentially applied to schools with heavy concentrations of poorly achieving students.

Data was collected and analyzed from a sample of 15 elementary schools, three schools in each of the five areas of Los Angeles selected so as to represent a wide range of average student achievement among the three schools of each area.

Since the LAUSD Board and administration now believe that resources should be and are being allocated in accordance with student need, this task was to demonstrate the extent to which their intentions are being carried out.

This analysis also assisted in identifying kinds of information that should be included in a management information system to be used in deciding upon the allocation of resources among schools. The work has been summarized and is presented as Appendix G in this report.

## 2. Analyses Pertaining to the Decentralization of Instructional Management and Personnel Administration Functions

While the preceding task explored the degree to which additional or better resources are being made available to schools with high concentrations of low-achieving students, we already knew that principals did not feel that there was sufficient latitude afforded to local schools in the management and flexible application of available resources. Therefore, this task was to explore the opportunities for decentralizing selected functions and administrative decision-making prerogatives to local schools or to attendance groups or clusters (the equivalent of K-12 complexes).

Basically, the purposes of this task were to:

(a) Define what functions and prerogatives should be located at the local school or attendance cluster level in order to facilitate the delivery of "quality," i.e., individualized instruction;

(b) Determine the nature of staffing patterns at those levels required to carry out those defined functions;

(c) Cost out those staffing requirements and multiply those costs by the number of such management units required in the district;

(d) Determine the costs of central office and area professional and supporting staff devoted to the basic functions of curriculum and instructional supervision, professional personnel administration, and professional development and in-service training;

(e) Outline the characteristics of an information system useful in decision-making at lower (local schools and/or attendance cluster) levels or at higher (subdistrict or zone levels); and

(f) Determine the cost differential, if any, of reassigning all--or all but the top, coordinative management--of such functions to local school or attendance cluster levels. This could include an analysis of how much, if anything, it would cost to achieve desired incremental staffing at local levels, over and above the savings effected by reallocating selected central office and area staff (or their cost equivalents) to the local levels.

This work is presented in Appendix H. The results have been used in preparing the report, and the costs have been aggregated to show an estimate of what such a conversion of LAUSD Schools would cost in terms of total direct instructional costs.

The two sides of this activity, central staff analysis and local differentiated staffing, have been considered together in terms of whether or not savings from redeployment of selected central office and area personnel (or their cost equivalents) will equal or exceed the increased cost for the differentiated staffing plan for local schools or attendance clusters.

### 3. Additional Interactions and Explorations with Members of the Community

All eight of the possible reorganization alternatives were discussed and evaluated by parents and citizen opinion leaders in 18 work sessions conducted throughout the LAUSD. The purposes of these sessions were to:

- Evaluate and modify key alternative ways of reorganizing large urban school districts.
- Examine the reasons for accepting or rejecting the various alternatives.
- Identify priorities of criteria from citizens' points of view.

The information gathered and analyzed was used in preparing our report. The work itself has many implications for the legislators and is summarized in Appendix E.

### 4. Exploration of Districting Alternatives

Among the many issues relating to school district reorganization is the important one of establishing boundaries of proposed new forms of districts, subdistricts, zones or attendance areas.

We have examined the ways in which various districting alternatives support or conflict with selected reorganization alternatives. While we have not undertaken the demanding job of recommending boundary lines for each organizational unit implied by each reorganization alternative, we have suggested criteria which redistricting efforts should meet (in support of each selected reorganization alternative) and have shown with illustrative examples, the general characteristics (number of districts, their size, enrollment, number and levels of schools included) of new districts suggested by the selected reorganization alternatives. (Community opinion on these issues of redistricting, neighborhood schools, bussing, community participation, etc., has also been considered.)

APPENDIX B

## ORIGINAL FIELD INTERVIEWS

Feeling that even the best planned reorganization alternatives would be meaningless without an understanding of the priorities and concerns of various groups involved in the educational process, preliminary field interviews were conducted as follows:

- With each school board member.
- With 19 elementary and secondary principals, roughly based on geographical representation.
- With 56 elementary and secondary school teachers from the same schools as the principal interviews.
- With 21 other people, representing a broad spectrum, from parents to educators.
- With selected LAUSD personnel.

Interviewers were instructed to follow a general interview guide drawn up for each type of respondent. Questions led from general to specific areas of interest. See pages B-34-B-45 at the end of this section for a copy of each type of interview guide.

### 1. Board Member Interviews

#### a. At-large Elections

To a man the board members staunchly defended the at-large elections and strongly opposed tying elections to a district. They seemed to feel that Los Angeles had something unique to offer in conducting their elections this way. However, the validity of their arguments in support of at-large elections is questionable.

Their first argument was that tying elections to a district would make the board elections political. Some pointed out the fact that councilors are elected by districts and the election has become very political. However, it seems that board elections even now are political regardless of the fact that they are at-large. Board members receive support from organized groups, based on their attitude and outlook--liberal, conservative, minority oriented, and so on. Most board members went into a fairly detailed explanation of who supported them in terms of organized groups and newspaper endorsements. These groups then put up money and lobby for their candidates, and thus elections are politically motivated, although not along Republican/Democratic lines.

Another argument posed against district election is that a board member would tend to care only about his district rather than caring about everyone; board members would then act like Congressmen who lobby and court their constituencies. Here again they appear to do this already, but in a situation where the losing of one constituency and the gaining of another is considerably easier than it would be under more restrictive geographical boundaries. Watching borad members in board meetings given an indication that each plays to his particular audience, despite the fact that the audience is not geographically defined. In fact, if they had to play to a geographically defined audience, as well as their sympathetic constituents, board members might not be quite so comfortable in their chairs. Many people feel that it is now quite difficult to unseat an incumbent as long as "he keeps his fences mended".

Despite each board member's assurance that by running at-large he has to consider all people in the Los Angeles School District, there is no evidence that board members received much electoral support from the inner city. Most of them have their sources of support firmly tied to wealthy suburbia. Because of the great amount of time involved in serving on the board, only the "professional elite" -- doctors, lawyers, professors, retirees, etc. — who have flexible work schedules can really afford to be board members. This certainly says something about their representation, despite the allegation of a few that they are very much in tune with minority groups and with the lower income working man.

This is not to say that having district elections would solve all problems, and would lead to greater representation. One problem is the fact that there seems to be no sense of community in most of the Los Angeles geographical area. The mere size of the present district inhibits any real sense of representation of minority points of view. A district-tied seven-man board would mean that each member would "represent" something in the order of 600,000 people. If the district-tied board were to be expanded in numbers to assure representation of a "substantial minority" point of view (either ethnic or philosophic) it would become so large as to court unwieldiness and inefficiency. Another point, of course, is the fact that tying board elections to the districts does not necessarily lead to proper representation. As long as board members continue to meet two days a week, starting at 4:30 and have many more hours plugged into committee meetings, center city areas are never going to be able to put "one of their own" (in terms of socio-economic level) onto the board, unless board members are paid.

As far as having paid members, most board members would appear to favor this approach. However, this might be unwise because the board, to all intents and purposes, appears to wield a good deal of power and does not need the official sanction of a paid full-time membership to the board to enhance this strong position. It might also destroy many of the present checks and balances which allow a strong superintendent and some leadership from the school system itself.

b. Local, Semi-autonomous Boards

On the subject of establishing local, semi-autonomous board, it would seem that the present board would have two, possibly five, members in support of the move, (three indicated concern that the schools allow for greater community representation), and two members would be strongly opposed. It seems that the board in total would oppose such a move from the very fact that it proposes diluting the board's power; this has rarely been done with the sanction of the person from whom power is being taken. Since opposition would be strong from the schools and professional organizations, as well as some suburban communities, all of whom fear an ethnic or "militant" takeover, this would be a politically sensitive issue. This position on the part of board members is interesting in light of their unanimous feeling of being too accessible to pressure groups, particularly on parochial issues. The very presence of a local board capable of dealing with local issues should free the board from responding to these issues (although, by their very political nature, they will always be subject to interest group pressures).

c. Tax Base

There appeared to be a feeling among board members that the sources for school funding are inappropriate. Even though the property tax is inappropriate, thus almost necessitating going to a state-wide tax such as an income or sales tax, there seems to be some hesitation on the part of the board to push for a state-wide tax base, or even a county tax base. The reason for this is the anticipated lobbying from the wealthier, non-district communities. One board member indicated he was not particularly in favor of broadening the tax base, because he anticipated an energy-wasting fight with Beverly Hills, Glendale, and so on.

d. School Information Sources

There seems to be ample evidence that the board places heavy reliance on the superintendent's staff as an information source. This is balanced, in the other extreme, by the board being an open forum for individuals, particularly on a one-to-one basis, concerning parochial issues from parents (and teachers). Organized groups are another means of obtaining information; however, they are extremely biased. None of the board members appeared to be concerned about the issue of receiving information. However, perhaps providing each board member with his own staff would alleviate some of the restrictions on their obtaining valid information about what is happening in the schools.

e. Organizational Change

The board has traditionally been opposed to reorganizing the school system. Certainly, individual members do not come across as holding that bias (only one mentioned the rigidity of the present system as a critical problem but two others showed concern as to conservative administrative attidudes toward change and the need to establish criteria to make the system more accountable), but it would be natural to assume that the board as a whole would be opposed to any reorganization resulting in the lessening of its own authority. The question is, will the board relinquish some of its power (which everyone agrees it has assumed) to a new superintendent, or will the board engage in an energy and resource wasting struggle with the new superintendent for power? Since various individuals

and groups have already established the habit of taking their problems and gripes to the board rather than to and through the administration, it seems likely that this board role will be perpetuated. This factor would seem to mitigate somewhat against real decentralization occurring and occurring smoothly without some checks and balances being instituted.

Certainly, if decentralization runs the risk of petering out into nothingness, ten separate districts do not appear to have a chance in the world. Of those in favor of decentralization, many were definitely opposed to separate districts. Part of this is due to the fact that there are certain functions which people feel would best be kept centralized, to cover the entire district. Some of these functions are: central purchasing (with perhaps some flexibility on the ordering side); all personnel guidelines; and other computerized functions such as accounting.

f. Quality Education

Only one board member listed the quality of educational product as a critical problem, indicating the need to establish educational goals, as well as procedures to implement them (and even he neglected the need for evaluation).

Assessing the quality of education children receive in their classrooms is a difficult task for members of the board. This board is supplied with two basic types of information: that which the superintendent and his staff present to it, and that which parents and community leaders give to members of the board. From the superintendent's office board members get an indication of student performance on very broad and general bases--reading scores; dropout rates; etc. On the other hand, from a few parents and selected community leaders (most of whom have aligned themselves with one particular board member), they learn of specific (again parochial) incidents and/or complaints.

It appears that there is little usable information on specific schools in the sense of what is generally happening in the classrooms. There should be some information, in addition to the summaries of objective data from the superintendent's office and the subjective reports from individuals,

about the quality of education, how (causes and effects) it is being produced, and some feedback on accountability (what results schools and people are obtaining with what resources applied to which kinds of kids). Some board members sense this lack of information; but few want to admit or do something significant about it.

2. Principal Interviews

a. Limitations Imposed on Principals

Principals gave us their interpretation of limitations inhibiting their effectiveness, as follows:

- Inadequate financial resources.
- Excessive demands on their time.
- Inadequate staffing (both in quality and quantity.
- Inhibiting directives from the State, the Board of Education, and the Central Administration (through area superintendents).
- Large classes, inhibiting quality of education.
- Inadequate counseling services.
- Lock-step curriculum.
- Inadequate physical plant.

Many of these limitations are interdependent. All but two require funding before any change can take place, and even in the area of curriculum both personnel time and funding are necessary to individualize curriculum (and present State mandates might have to be removed). Significantly, only two or three limitations have implications for reorganization: the desire for a more localized curriculum, increased operational autonomy (fewer mandates from higher echelons), and financial resources (which may or may not need change to accomplish).

Although it is difficult to determine cause and effect, there is no doubt that, for most principals, the modus operandi is simple and limited in scope. There is little evidence of much long-range planning at the school level principals appear to be unaware of their school's participation in any overall district goals; there is no evidence of an exchange of ideas from school to school; little innovative experimentation is occurring in the schools (only one or two principals mentioned the SB-1 bill at all, to say nothing of recognizing its potential regarding some of their areas of concern); and many principals appeared to be spending undue amounts of time resolving petty school problems and crises (a students' missing lunch, for example) rather than administering the school. Although all principals appeared to be exercising control, few appeared to be exercising leadership.

b. Contact with Teachers and Staff Line Personnel

A communication problem is quite evident when areas of contact are examined among principals, teachers and staff line personnel. The feeling of commitment of group effort toward a well-defined goal appeared lacking in all levels of the hierarchy. Each level appears to be working for itself, with little conception of its relationship and responsibility to the other levels. Although principals felt a responsibility to their teachers in creating a good working climate in the school and indicated that they had an "open door" policy (teachers are welcome at any time for any purpose), it seems that only in a few instances do teachers go the the principal. Their main contact is at monthly faculty meetings. Even the teacher evaluation does not appear to be a means of contact and communication. No principals evaluated a teacher unless she was either extremely good (thus rating a bonus) or extremely poor (thus necessitating some form of action), except probationary teachers, who are rated (by mandate) twice a year. Methods of evaluation range from a cursory "stepping into a room to get the feel of the atmosphere" (or a through-the-keyhole hallway listening approach) to a well planned and executed evaluation based on attitudes formulated by the principal, vice-principals, and department chairmen. The general outcome is a rating sheet on each probationary teacher (many get no more of a "review" than a look at the rating sheet, which they are required to sign). A good teacher is

generally distinguished from a bad teacher by her attitude toward her students, her knowledge of the field, and her ability to communicate that knowledge to her students. Although principals are concerned when they have a poor teacher on their staff, they recognize that, with increasing union pressure, even probationary teachers are not easily transferred at the request of the principal, to say nothing of dismissed. This tends to lead to two forms of behavior: some spend a great daal of time and effort on the teacher, in conjunction with the department chairman, to help her resolve her difficulties; others, however, leave the teacher to her own devices, in hopes that not too much damage will be done. With few exceptions, neither principals nor teachers gave any indication (even where rapport appeared exceptionally good) of joint efforts toward a common goal (school planning, etc.). communication with staff line personnel is very limited. The principals are responsible for following the policies set by the District administration; while some may disagree with a policy, few question or fight it.

There is rare, if any, contact with the superintendent or other downtown administrators (unless the principal happens to be on a curriculum, textbook, or some other committee). In fact, "The Hill" appears to be totally divorced from their lives. Contact with the area superintendent, however, is frequent (two times a week for some in addition to the monthly meetings with other principals). Most feel they have the support of their area superintendents and wish the area superintendent had more autonomy.

c. Discipline Problems

Discipline is an exceedingly sensitive issue, one which is skirted or smoke-screened by both principals and teachers and has become a football which is fumbled back and forth from parent to school.

Principals lay the blame of their largest discipline problems at the feet of the parents: the apathy of the students. (That students are not turned on by school is the fault of parents, not the school, an outdated curriculum, etc.) Students, principals indicated, are not interested in either school or

education, but have a very negative attitude toward the whole learning process. This attitude, in turn, leads to insubordination to teachers. Students do not obey any rules, show no respect for authority, and act independently of the system. Since teachers are often afraid of the students, they tend to ignore the infractions and insubordination, thus leading to bolder behavior on the part of students, in a vicious circle.

d. Attitudes Toward Reorganization

Most principals were basically opposed to any substantial changes. They did not appear to be well versed in alternatives for change, but rather spoke in terms of their own school (exhibiting the same parochialness mentioned earlier in this section).

All principals were strongly opposed to splitting the District into ten autonomous districts. Although the basic issues raised dealt with finances (duplication of services; inequity of tax base; cost to support the poor districts) and integration, an underlying opposition may be due to fears the security of their position (principal removal is a relatively new phenomenon and only occurs under highly volatile conditons).

Principals did favor decentralization overwhelmingly, but a cautious look must be taken at the limits of this decentralization. Principals are much in favor of increased authorities at the area superintendent level where localized needs are more keenly realized, to unclog some of the pipeline problems, and want for themselves more flexibility in meeting the particular needs of their schools, but many do not want strong local schools, and almost no mention was made of building in "checks and balances" and "accountability". This issue was generally ducked by a disparaging reference to the reading testing program, its ineffectiveness and its inequities, and the fact that the schools shouldn't be responsible for children who come to school in an unteachable state.

Some of the services which they feel should be decentralized are: curriculum development and materials (each school should have flexibility here, although under Area jurisdiction), school plant decisions, and budget (a lump sum budget allocation), etc. Remaining centralized would be

personnel, accounting, purchasing, etc. Principals tended to hedge somewhat on the issue of tenure, but most principals were in favor of abolishing it completely (although none would admit this to their teachers). The security offered is unnecessary, since demand always exists for a good teacher, and principals should have greater authority in removing poor teachers. Although teachers (and many parents too) complain that abolishing tenure would allow principals to remove teachers for frivolous reasons (dislike for them personally or because they were agitators for change within the system or because they belonged to the union), in actual fact principals presently feel hamstrung even with non-tenured teachers, due to strong union pressures. Most removals end up in court, and the onus is on the principal's back to prove beyond a doubt that the teacher is incompetent. Thus only in the severest of cases do principals remove teachers (although the use of subtler, more devious psychological means of assuring a teacher does not renew his contract may indeed be used).

Principals generally were uninterested, if not directly opposed, to community involvement in the schools. Several spoke disparagingly of the advisory commitees "foisted" upon them by the Los Angeles Board, and indicated their feeling that the PTA was the proper vehicle for participation, and that principals would end up with every little gripe in their lap. Parents are generally seen as unable to understand or cope with the educational issues, being non-professionals (in education), and principals feared that more time would be taken up educating the parents than the parents aiding the schools (and also resented what they considered to be parental non-support of the schools).

Principals appeared to be quite uninformed as to the broader workings of the system (as mentioned early in this section). Cause and effect are hard to determine, but the facts are that they have no real hand in the budgeting process and appear to have little conception of how it operates. Supply channels are likewise a mystery to them. Although some claim complete control over their curriculum, in actuality most of the curriculum appears to be state mandated, and little appears to happen outside the mandated curriculum except on an individual

classroom basis. (There are exceptions, of course, and in some schools there is considerable evidence of joint teacher-principal planning of programs in a dynamic way.) In the area of finances it is much the same. Although acutely aware of the need for increased finances, the general attitude is that it is not their problem, but somebody else has to figure out how.

The result of all this is that most principals have limited concepts of how to achieve viable changes. They talked primarily in terms of classroom changes (without talking in terms of how that, specifically, would improve the quality of education) such as class size, better teacher morale, school security, more staffing, solving militancy on the part of both teachers and students. Listed below are the items most frequently mentioned when interviewers asked what organizational changes would improve the quality of education in the classroom.

(1) Staffing - more counselors, reading specialists, curriculum consultants, teacher aides, clerical help--which also includes the need for smaller classes.

(2) State-funded textbooks - those allocated to (for example) third and fourth grades should also be available to slow learners in fifth and sixth grades (as it is now, there is one book per child per grade).

(3) State-mandated courses-should be State-funded - too often a course will be mandated by the State but the school will not be given additional funding for the textbooks or other supplies needed for the course.

(4) Elementary school teachers should be allowed to major in Education and should be able to get their teaching credential in four years--this is the way it used to be; under the presently enacted Fisher Bill elementary teachers must major in a "teachable" subject and must go to school a fifth year for their credential; this is leading potential elementary teachers to teach in secondary schools because the requirements are the same.

(5) More autonomy for the principals.

(6) At least more control in curriculum content.

(7) More help from and concentration on the community and society as a whole (a broader society-wide education is needed--how to get along in society).

(8) An administrator in each school to handle only discipline problems, leaving vice principals time to work on school problems, working with the community, working on the curriculum, etc.

(9) Legislative changes - (a) change the norm in elementary schools from 1,000 students to possibly 750 students for a vice principal; (b) change the norm from 850 to 250 for additional clerical help in elementary schools.

(10) More "minimum days" where the students go home early leaving the teachers time to work on innovations, workshops, in-service training, etc.

3. Teacher Interviews

Like the principals, teachers evidenced an extremely parochial attitude. In part this is probably fostered by the fact that there is little cross-fertilization between teachers and schools, in part the little cross-fertilization between teachers and schools is probably due to the parochial attitudes of teachers. In any event, teachers tended to see the universe in terms of their own responsibilities and their own classrooms, thus concentrating very little on the effects changes might have on the student. Many changes mentioned were items which would make the teacher's life easier, focusing on mechanical and monetary additions rather than opportunities for innovation and experimentation in order to reach more students. When interviewers mentioned differentiated staffing, for example, most teachers took it solely as increased pay for teaching in the core city schools rather than as an opportunity to create localized curriculum and build a professional career as a master teacher.

Only a few teachers appeared to put forth any great amount of effort to reach their students; even they freely admitted they weren't interested in teaching children in the inner city

schools. The kinds of things that teachers generally indicated as being attractive in a school are middle class ideals inappropriate for inner city schools: a good atmosphere, support of the principal, good faculty, and at least one class of bright, dedicated students.

Teachers also had no clear understanding of the hierarchy in the school system, having only minimal conception of the workings "on the Hill", or even their area superintendent. This might be expected, since they have no contact with school personnel outside their school, but does not lead to a sense of shared goals or shared planning to meet goals. Perhaps this factor is responsible for much of the teacher disinterest and apathy evidenced in the interviews -- few appeared willing to spend the time to creatively encourage learning.

As mentioned with the principals, teachers are unwilling to discuss the issue of student discipline. Primary to this hesitation is the reflection on them, as teachers, in their ability to control a classroom. However, like principals, they generally blame the parents (rather than their ability to engage the students in meaningful activity) for what they describe as the most critical problem: student disinterest in the learning process.

Whether cause or effect is undetermined, but teachers were unable to think constructively in terms of organizational changes, but talked in terms of increased money, decreased classes, and more exciting materials to be provided for them.

Splitting into ten districts was seen as undesirable by about two-thirds of the teachers interviewed, although their knowledge and the strength of their opinions varied considerably. A listing of positives and negatives is given on the following page.

Exhibit B-1

A Sampling of
Positive and Negative
Feelings About Splitting the District

| Positive | Negative |
|---|---|
| Allows more personal contact. | Allows too much pressure from local groups. |
| Easier to remove incompetents. | Can lose tenure, transfer, and retirement rights. |
| There is less of a hierarchy. | Duplication and waste. |
| Can fit schools to localized needs. | Communication more difficult from district to district. |
| More efficient. | Will lose special schools. |
| More similar community interests. | Too much competition for (Federal) monies among districts. |
| Community money for own schools. | Allows too much petty politics. |
| (Qualified) if everything on an equal basis. | Stifles integration. |
| (Qualified) if well drawn and schools can pick their district. | Not flexible. |
| | Will be costly and have inequitable financing. |
| | No continuity among districts/ inequality of education. |
| | Lose advantages of central system. |

Decentralization, on the other hand, was favored. Here principals and teachers have a slight falling out, however. The latter want more authority at the area superintendent level and more flexibility for themselves in terms of what they teach and how they teach it, but were leary of any additional principal power.

Teacher reaction to parental involvement in the school system was unfavorable. Their general attitude is that parents are responsible for much of the ills today because, by their attitudes, they were aiding and abetting student defiance of the school system. Since present communication with parents is primarily negative (teachers appear only to talk with parents when their child is having or creating a serious problem -- either in terms of behavior or in terms of academic activity), this attitude might be expected. Nonetheless, most of the teachers were totally unaware of the presence of advisory committees in their schools.

Teacher reaction to any form of teacher accountability was cautious and hedged, but here again teachers responded, generally, that the present means of determining the quality of education (reading scores), present class sizes, and parental apathy (leading to student disinterest) could not be held against them -- besides which, they should not be held accountable for previous teachers' performances. The teacher organizations plus the new attitude of the judiciary both seem to mitigate against teacher accountability in any practical sense, particularly coupled with the present tenure laws.

Another key issue is the issue of the tax base: where the revenues come from, and from how wide an area. No one talked to felt that the property tax was the proper place for obtaining school revenues. Aside from this one conclusion, however, teachers' opinions varied from having the income tax to having a sales tax or even a gasoline tax. The rationale for sales and gasoline taxes, however, is simply that you don't miss it. All teachers appeared to feel that the proper broadening of the tax base, with which they all agreed, was at the state level and not at the county level. The feeling was that state education was going to have to come sooner or later anyway, and it was the only equitable way to collect and allocate funds. The real problem here is, of course, that if you talk to the outlying schools they feel very much that they are being slighted in favor of the inner city schools. The inner city schools, on the other hand, feel not only outraged that such high class areas as Beverly Hills are allowed to "get away" with a low evaluation and high pupil expenditure as a separate part of the city school system, but also that downtown administration does not realize the added burdens of the inner city schools in its allocation of funds. Thus, going statewide, the different groups have, as an underlying function, the fact that they will get a better shake from the state than they will from the present setup. Nonetheless, the financial situation is a fairly hot issue and most schools are feeling very desperately the cutbacks from last year and are most apprehensive about threatened cutbacks in the coming year. Whether due to mismanagement of funds or the inflexibility of the present system, the students who seem to be suffering most from the cutbacks are, as might be expected, those most in need of special help -- the foreign students who need to learn English as a second language; the slow learners; and probably the gifted students. The average student has probably not been greatly affected one way or the other by the cutback in program; the poorer student and the lower I.Q. student certainly have, because it is here where the classes have been cut.

Those teacher interviews, conducted in snatches during their free periods, were inadequate to get a full feeling of stated positions. They served, however, as the basis for questions asked in the random survey of 1400 teachers.

4. Miscellaneous Interviews

After beginning our initial round of parent and organizational interviews in black, brown and white communities, it quickly became apparent that individual interviewing was inefficient in Los Angeles, since sense of community was non-existent in some areas, barely present in others, and since conflicts arose as to who "represented" whom.

Respondents also appeared more geared to listing the problems in dealing with the schools (principal power and antagonism toward change; lack of accountability to schools; no feedback to parents; bureaucratic entanglements; antagonism toward parental involvement, etc.) than in coming to grips with organizational change.

5. Administrator Interviews

Administrative personnel in LAUSD were interviewed concerning their views on existing problems, the functions they perform in their current jobs, and what form of reorganization might help them be more effective.

This section is organized into six parts. The first seeks answers to the question "Is the District too large?"; this draws a distinction between decentralization and differentiation. The third and fourth detail two existing district-wide forms of decentralization: (1) the instructional areas and (2) certificated and classified personnel functions; the fifth briefly touches on a number of "innovations" which are currently being tried in the District on various scales; the last covers additional factors which must be considered in a study of the LAUSD.

a. Is the LAUSD too large?

The educational rules and laws in the State of California (stemming from the Education Code) are geared at this time toward the median school district--a district with one or two high schools, four or five junior high schools, and ten to fifteen elementary schools. Such size has inherent flexibilities within it--people generally know one another, and problems and issues can be dealt with in terms of the rules and the existing relationships between the individuals involved. The code outlines a merit system; it is centralized within the median district for handling, but because of size, it can retain some of the personal consideration. Communication flows up and down in the organization without having

to find its way through a long and complicated series of orgnaizational steps. The community knows the people in the schools and the school administration knows its community. Issues and problems that arise in a median district are within the grasp of the individuals and groups who are charged with responding to them. The superintendent, if called upon, can probably run the median district single-handedly.

The L.A. District has grown into what some consider a monster, far and above larger than any other district in the State. The question arises: Is the District too large? Is it different enough from the median district in its problems and difficulties that it should be treated differently under the law; are there factors associated with increased size that do more than just multiply the number of particular problems--that somehow interact to change the very nature of these problems? Should the laws be changed to reflect the size difference (with its accompanying problem difeerence), or should the District itself be changed (by division) to make it more like the median districts for whom the law was intended? Does the District, because of its size and complexity and population served, now embrace problems which require patterns and programs of operation which are beyond the abilities of individuals to grasp, develop, work within and solve? Has the L.A. System exceeded a size where techniques can be applied that work and that are also within current ability? Is it in this frustration that much of the current criticism is rooted?

The point isn't that smaller districts do not have problems--everyone agrees that they do have their problems. The point is that we know about these problems; we have a legal structure in education devoted to helping solve these problems; and the specialists have approaches and techniques which can deal with these problems.

There is a strong sense that the District had developed a great momentum and tradition of its own which is independent of the individuals within it and which can be altered only by its destruction. But few recommend its destruction. Instead, the frustration of not getting any place except in incremental steps is better than losing it. As long as it is so complex, there are hiding places for most, and these are warm and snug no matter what they say.

The size of the District has led to distortions. Every attack from the outside, and sometimes the Board is the outside, is defended with great energy almost independent of the size of the attack. Top administrators admit spending a good deal of their time preparing the defense. This top administration has been pulled or pushed on to the point where it is engaged in the almost continual preparation of lengthy documents and presentations for Board members, the Legislature, and minority groups (to name three) in an almost pure pattern of defensiveness. The Crawford Case is an extreme in this regard. Neither time nor expense was spared in putting this case together.

Centralization has saved some money (however, no one knew how much), but it has brought other difficulties. The District has seen the development of large-scale empires with many vested interests which force continual compromise on about every major point. Four of the major empires are: elementary, secondary, certificated, and classified. Union activity at present is moving toward becoming another empire. Each fights for what it sees as its share of the pie. For example, certified and classified personnel bicker about the training budget while the teacher organizations attempt to claim it as their own; elementary won't forget that most of the top spots in the organization, in spite of all the testing, are filled with secondary people.

Impersonality has also accompanied the centralization; communication has become overformalized so that the real message often doesn't get through. However, even with these internal problems, the urgency for dividing the District is coming from the outside rather than from within the ranks. Most of the people at the area level and above are now in favor of breaking the District (those that are speak of two to four smaller districts rather than ten or more). There are a number of arguments made by administrators against breaking into smaller districts. (one they didn't mention was reduced opportunity for advancement by administrators.) They include the following: resulting segregation; tax-base problems; resulting teacher quality differences between the new districts; problems in reassignment of certificated and classified personnel; mobility of people within the County generally; and you can't get there from here without a long, staged change.

These and other arguments have some validity but they still do not eliminate the desire for something different, for something more responsive. The need that prompts these desires relates to the ability of the District to treat and respond to different areas and their different needs in different ways. The District has little ability to do this now, and a part of its inability comes from the law and the median district--differentiation is nowhere near as critical nor as difficult and it is much easier to monitor in the smaller district. In considering the concept of decentralization in smaller districts, one must also consider the possible capacity to develop truly effective differentiation within the present District.

> "There is a deep-rooted philosophy here in the District of balancing things out."
>
> "We are uniformity minded--everyone should be treated the same. As a result we have strong centralization and five feet of books which outline and specify personnel procedures and practices."

The lack of application of locally differentiated treatment to meet varying patterns of needs in different areas of the District is one of the sources of pressure for breaking the District into smaller districts. It is as if the smallest unit you can allow to vary from other units is the "district" and there must be homogeneity within a district. It is within this unity that one must operate on a uniform basis, "treating everyone the same." Consequently, if you

differentiate directly within a district, you are discriminating under the law and someone can start legal proceedings. It is all right for districts to differ from one another -- it is variation within the district that starts the problem.

For most of the districts in California, this philosophy creates only minor strain and can be circumvented when necessary. But the Los Angeles District does not have this same flexibility, particularly because it is not sure how to control and monitor what flexibility it might allow. It starts with the behavior of the Board. The table below indicates only a small part of this.

Exhibit B-2

A Comparison of Certificated and Classified Codes and Board Rules

| | Certificated | Classified |
|---|---|---|
| Selection | Code weak<br>Board rules strong | Code strong<br>Board rules weak |
| Tenure | Code strong<br>Board rules weak | Code weak<br>Board rules strong |
| Rights | Code strong<br>Board rules wekk | Code weak<br>Board rules strong |

Where there has been flexibility in the Code, the Board has rules for limitation and further specification. From the word "go", opportunities for differentiation have been removed. Only in "special areas" have some such opportunities been afforded.

Other examples of actions directly opposite to area differentiation in order to respond to differing needs are appropriate:

- Most of the Federal program monies (Titles I and II) are directed toward the inner city -- South Central Los Angeles. In order to "compensate" for the resulting differences in school budgets, additional District monies are diverted to the "white, middle class schools" in order to achieve "equities" and to satisfy the voters.

- It is harder to recruit teachers in the Basin than in the Valley -- the Valley is seen as a nicer place to live and work. But there are regulations for certificated teachers on provisional status which are District-wide. The same rules for recruitment in the Valley hold true for recruitment in the Basin, while the recruitment problems are vastly different.

- There is an unwritten code within the District which, with only minor deviations, divides the budgets for the instructional areas equally: one-eighth of the pie to each elementary area and one-fourth to each secondary area. True, the allocation is based on student population figures and each area is about the same in number -- but the needs are different.

- Within each area there are also great variations of need -- but the equality rule persists to the extent of striving to develop equal EMR capabilities in each and every school which are equivalent to one another ("Joe got one and I want one too"). It is as if one assumes student populations from school to school as being described by identical bell-shaped curves.

- While it is currently in transition, curriculum planning and implementation has been a centralized activity with little or no area differentiation.

- There are no direct appointments to permanent administrative slots; instead, all are tested positions. This is to insure that there is homogeneity maintained and equality provided in employing teachers and administrators. The assumption is that all positions are alike and there is to be no differentiation. However, there is the 3046 rule through which the superintendent can say, "No one on this list meets the need so I'll assign one."

The area superintendents are strong in their opposition to this homogeneity of treatment. In general, there is a perceived desire to have needs defined at the level at which they arise: local needs defined at the local level and District needs defined at the District level. In the median-District, the distance between the two extremes is not very great, but in the Los Angeles District the gap is most wide. However, large-scale differentiation is avoided, possibly for fear of (1) being charged with de facto segregation and (2) the realignment of power and influence that would occur.

Flexibility in the District is an important and desirable feature. There are, however, different kinds of flexibility. One example of possible "District flexibility" in the elementary area is in the area of report cards. Report card committees are now being establisned in the area (including parents) to discuss and determine whether the area will have actual report cards or teacher/parent conferences to discuss the child's progress. As a parent, you can have either one or both, depending on your individual desire. That is not the kind nor caliber of differentiation and flexibility with which critics are most concerned.

Some desires for flexibility that come closer to the mark are mentioned below. Others will be expanded on later in this report. However, for now:

- The Classified people are currently hoping to get legislation passed which will allow different assignment standards to be used in different areas on recruitment and selection so that they will have an increased ability to fill vacancies in some chronically troublesome areas.
- The influx of Federal money, and more recently SB-1, has led to an increase in desire of the individual school to have its own freedom and flexibility to create and develop its own experimental programs.
- There is some discussion on the establishment of a "multiple book adoption" flexibility within the District in conjunction with a city-wide course of instruction.

One important aspect of flexibility is that of differentiated treatment of teachers. This has become a common area of discussion in order to establish some means for attracting high caliber teachers to the problem schools. However, the unions and Board rule have limited flexibility here. Teacher transfers used to depend on teacher/principal interactions (again the median district), but those days are gone. Besides, the working conditions are not good in the difficult schools (maybe new teachers are just the ones to send there for it really acts as a post-graduate course for them). The District has tried a number of things. The inner city community is supposedly against the payment of "combat" pay as are the teacher organizations. the District tried offering the insurance of summer school employment but this didn't work. A lighter load and smaller classes are wishes that are seldom fulfilled. The District tried a transportation allowance but this was brought before Langstaff (City Council) and prohibited. The only way the District can currently differentiate among teachers in different need areas is to describe a different job and this is quite a complicated procedure.

The final and continuing block to differentiation on an area basis is the current centralization of power and authority itself. To act as if all were equal, the authority has been strongly vested in the occupants of the "hill". Unless authority is spread out into the areas where differentiation is needed, little will change. "You can carve us up any way you like geographically and not change a thing". But if the authority and decision-making patterns are to be changed, we will have to be very careful in thinking through the geography and strategies to be employed.

Two efforts in decentralization within the District deserve special consideration. These are the instructional area concept and the decentralization of the classified and certificated personnel functions. Each effort seems inadequate because they have not been carried far enough to achieve the needed flexibility for differentiation due to many of the resistances just discussed.

b. The Instructional Areas

The District is divided into four secondary areas and eight elementary areas. Each is headed by an area superintendent at the assistant superintendent level. The boundaries of the secondary and elementary areas are not coterminous (some say because of student population figure equalization on which the area boundaries are based and others say to prohibit movement to the zone concept which was recommended in the Lybrand study in 1960). Elementary areas is an old concept in the District, going back many years. There were four for a while; then six; and now eight. The four secondary areas were established in February of 1965.

The emphasis and support which the area operation has received has changed dramatically over the years--and in a direction to weaken the decentralization to the area. The greatest change has been in the staff composition located in the area. The chart below for the elementary instructional areas tells a part of the tale.

Table B-1: Staff Composition in a Typical Elementary Area

| Staff Titles | 1969-70 | 1968-69 | 1966-67 | 1965-66 | 1957-58 |
|---|---|---|---|---|---|
| supervisors | 4 | 6 1/2 | 7 | 8 | 8 |
| consultants | 0 | 2 1/2 | 4 | 8 | 8 |
| counselors | 10 | 10 | 10 | 10 | 8 |
| reserve teachers | 0 | 5 | 7 | 7 | 25 |
| administrative coordinators | 0 | 0 | 0 | 0 | 1 |

Until about two years ago, the area superintendents had access to a maximum of $25,000 in an emergency fund for a variety of activities and programs at the school which could be termed "emergencies". But this has disappeared with the budget tightening. Each area presently has a budget of its own of about $1,000.

The area superintendents, particularly on the secondary level, have little time to initiate anything--they are constantly responding to issues and problems coming to them. They also attend a vast number of meetings each month: four half-days with their peers, one full day with all area superintendents, one full day with all of their principals, as many of the advisory committee meetings at the school level as possible, one meeting with sub-area advisory committees plus the area advisory committee, plus full day visits to each of the forty or so schools in the area at least once during the school year, plus several unexpected meetings. What initiation there is in the areas appears to be the responsibility of the individual principal; secondary principals traditionally are quite autonomous.

At the secondary level, the area superintendent and his administrative coordinator each carry on some city-wide functions.[1] It is interesting to note that the Valley and West carry responsibility for the more academic subjects while East and South have a slight vocational ring to them. This seems to suggest that what differentiation that does

[1] See Reference List No. 5, "Allocations of Major Responsibilities to Administrative Personnel in the Division of Secondary Education," October 17, 1969.

exist implicitly works to perpetuate differing needs rather than to bring the students of the District together.

Area superintendents do not see themselves as having the freedom to look at the way they function and to plan things differently. The weekly staff meeting with the associate superintendent for the respective division is a prime example. There was general agreement that these sessions are primarily informational in that each area superintendent attempts to get a hearing before the associate superintendent for his particular problems and has little interest in the problems of those in the other areas. They do no joint problem-solving or planning on a district-wide basis.

There is certainly no shortage of suggested corrective measures to strengthen the areas and to promote their growth. A prime suggestion is the decentralization of some of the budget allocation and decision-making process. At present, you take what you are given and for what it is given for. There is much to be done in giving freedom, responsibility, and authority to the area superintendents to work with their principals in budget development.

A large part of the area superintendent's staff contains testing people -- the "counsellors" in the previous chart. Most of these people, as well as others who have regular work in an area, have two "bosses" -- their superior downtown and the area superintendent. While there are few out-and-out problems with this, there are times when it is awkward.

Suggested staff changes for the elementary area include the addition of a director of curriculum, three to five instructional advisors, and about 20 specialists equivalent to a master teacher. There is a desire on the part of many for a director of curriculum. In the past there have been supervisors for curriculum planning and for operation -- a duplicate set in each functional division. Secondary schools have had a team of specialists to serve them from downtown, but the elementary people have fought to have their team of specialists decentralized to the area. Sullivan's plan calls for the integration of the two sets of supervision and a compromise in the areas in the establishment of a director of curriculum position in each area. Some feeling exists that the Sullivan compromise -- approved by the Board on January 29th -- will not work because of the lack of patience to wait until there are enough people available to make it work. It passed because of the budget bind; it is likely not to work due to that same bind.

Additional plans and suggestions for making the areas more effective include:

- Use the present area structure and move positions from the "hill" to the areas; establish more community services in the areas; design curriculum

to area needs; start independent research projects in the areas; handle more of the District procedures in the area office.

- Split the Valley secondary area in two (this may come shortly).

- Work to change the operation of the Board (and their behavior) to help them become more like coordinators; to reduce their demands for city-wide comprehensive reports; to disperse their powers (along with those of the administrative people) out into the areas and to provide training and development for them to make the transition possible.

- Adjust the boundaries of the 12 areas so that secondary and elementary correspond.

This last suggestion moves directly into the Lybrand study of 1960. There were two central recommendations in the Lybrand study which have not been followed in the District and which have important implications on decentralization and differentiation. One was the second phase of the development of instructional areas, namely the Zone Concept. The other was the development and use of Master Teachers.

(1) The Zone Concept

The Lybrand study recommended moving in two phases to full zones for District operation. The first phase, the creation of areas at the secondary level, was accomplished in February of 1965. However, the second phase, moving to full zones, each containing one secondary area and two elementary areas achieving vertical integration, and each headed by an associate superintendent, never occurred. In fact, it was met with great opposition.

The zone offices envisioned in the Lybrand study were to be administrative sites whose function would eliminate the need for the positions of Associate Superintendent of Secondary Education and Associate Superintendent of Elementary Education; each area superintendent would report directly to the deputy superintendent for instruction. The opposition which killed (or delayed) the idea developed mainly from tradition--"We just don't do it that way." It turns out that the District had tried the zone notion in 1933 and 1934 and the "wisdom" of moving away from it at that time was recalled (even though L.A. in the 1960's had little resemblance to the L.A. of the 1930's).[2] Other arguments contended that such a zone concept would lengthen the line of command, would encourage the administrative assistants of the deputy and the superintendent to cut-off the zone superintendents, would require that the Board be decentralized too, and would cause the same problems that exist in Chicago under a similar

[2] See the Danforth/Claremont Study document on Decentralization.

organizational arrangement. A real key is that the zone concept would have extended administrative responsibility beyond a territory -- the same and more decentralization and dispersal of decision-making and control to the zones would have been essential.

The vertical aspect of the zone concept -- two elementary areas "feeding" into a secondary area all within the same zone -- bring out a particular problem: the real and perceived differences between the elementary and the secondary and who would dominate whom if they were together. The argument goes: (1) the zone concept is not needed because there is very good articulation at the present time between the two levels (we have found strong evidence that existing articulation leaves much to be desired and is a bone of contention with princiapls at different levels); (2) there is a differing philosophy which is very deep; (3) elementary works on contained classrooms and individual need while the secondary has a departmental organization; and (4) the secondary people would dominate as they dominate everything in the District now. (Ironically, no mention is made of the students' problems in adjusting if, indeed, the two operate under different philosophies and organization.) One person highlighted the non-differentiation referred to earlier by saying that if the District did go to zones, two of the zone superintendents would have to be secondary people and two elementary.

(2) Master Teachers

The second major recommendation of the Lybrand study which was not implemented was that of creating master teachers in each school who would not carry a class load but who would work to help new teachers, develop and plan curriculum changes, and work on innovative approaches to the subject matter. There are a number of reasons which have been given for the non-implementation of this recommendation. One view is that the teacher organizations killed it; another that the term "master" did it in; some feel that there just weren't enough highly capable and responsible master teacher candidates, making it risky to give each of these new appointees the freedom to "do his thing" (not handle a classroom); and there wasn't enough money to justify the additional expense. According to Personnel, it was not until five years ago that the District was able to fill its teacher complement; it needed the reserve teachers from the areas and the candidates for master teacher to do this. The solution to the controversy over the master teacher recommendation was to have traveling department heads and subject field supervisors who were to be assigned to each area office. While this was the compromise, it was never implemented.

The closest thing to a master teacher at present is the department heads in the secondary schools. Each department head receives an extra $60/month but, unlike the original notion and concept, the department heads are expected to teach nearly a full load. The school norms are based on 4.85 (secondary) and 4.75 (elementary) class periods per teacher. If the department head has any spare time, he can do planning. But this isn't likely so there is very little distinction between the department head and other teachers, and the output expected from the master teacher concept has not been achieved.

In talking about the master teaching concept, most administrators agree that it should be put into effect. However, Sullivan's plan appears to be moving toward implementation of the original compromise solution.

c. Personnel: Classified and Certificated

Beyond the area decentralization of the instructional function comes that of classified and certificated personnel. Up until a year ago the two were both under the same head in Personnel but they had apparently drifted apart to such an extent that the organization was changed to reflect what had already occurred. There is a mixed feeling on the advantages and disadvantages. Classified and certificated have some conflicts similar to those of elementary and secondary.

According to the Code, "every position is classified unless . . ." The certificated positions are by exception in the administration of the District. But that has led to the following kind of "mickey mouse":

- Education aides are classified and categorized as restricted and semi-restricted;
- Teachers' assistants are certificated;
- Indigenous people to help in the classroom are professional experts and neither of the above.

The Code also directly affects recruitment. The District only recruits to fill the norm. It has to meet the norm to get the State funding allotments/ADA because that is the methodology established in the Code. Recruiting to fill a norm does not always meet local needs or deal with emerging problems.

(1) Classified

The entire classified operation is moving toward decentralization. Currently there are six personnel offices for classified employees. Unfortunately, these offices do not correspond to those of the instruction area offices so there is little direct interchange expect by telephone (although the area superintendents would like to have more). In addition to the six offices, the District has been divided into 18 assignment areas (but not three areas for each office), and the entire assignment process on the classified side has been decentralized to the offices. Further decentralization is occurring with the opening of a new office in the Valley.

Testing is a key activity in the classified function and this operation has been moved to the field (about 25 different examinations are given). For those assignment areas where there are chronic shortages, there is even a mobile testing unit which

comes by truck and operates from a high school auditorium or other reasonable gathering place. There are 15,000 classified personnel and about a one to two percent turnover so there is a continual flow of people into examinations. There is evidence in the department that the decentralization of examinations has helped greatly in the elimination of the number of vacancies of classified personnel.

The overriding notion of centralization of control and decentralization of service runs throughout the operation of the classified personnel function. The classified people come under the Personnel Commission, and there is a strong feeling that the function of this Commission should remain centralized. In addition to the Commission there is a Classified Employee Relations Council which involves management of the District and representatives of the 26 unions covering the classified employees.

(2) Certificated

Decentralization of classified personnel started ten years ago. When the area superintendents saw the improvement in service, the decentralization of certificated personnel was begun. There are two decentralized certificated personnel offices: in Gardena and in the Valley. While the two offices cost extra money, they are able to perform a number of functions: calling the recruiting substitutes, performing the health check and fingerprinting for substitutes and for contract teachers, and performing some of the paperwork functions. The Gardena office, because it has the luxury of space, also includes a business office and a child welfare and attendance office. The offices have a fair amount of autonomy.

Decentralization differences appear between elementary and secondary. Record-keeping and placement are decentralized in elementary but are not in secondary. Some secondary people felt that the function should be decentralized and that they could handle it as well as the "hill".

A number of current Personnel functions are viewed as necessarily centralized. This is at least partially due to the increased teacher organization activity. Among these functions are: discipline, hearing handling, research, computer input, personnel policy-making, and operation of grievance procedure.

The separation of classified and certificated in the field reflects their going their separate ways downtown. Some of the separateness arises from salary differences between the two. The salaries for certificated personnel in administrative positions is geared to the teacher schedule for salaries. Classified personnel are paid on a basis of a locally developed "going

rate" schedule. This has resulted in some administrative positions filled with certificated personnel receiving about $2,000 a year more than the equivalent position with a classified person. This differential is probably an unusual one, but it doesn't take mnay to get a rift started.

The area separation in the field, despite the reasons for it, does not seem to make much sense if one desires an integrated organization. It would seem that the work of each (classified and certificated personnel) is relevant and necessary to the other; however, there is no way for them to get together unless a relationship between two individuals on each side happens to form. This melding of work and ideas should not be left to chance; it is more important than that. But there are no plans to change it.

d. Innovations

The District has been active in the numbers and kinds of innovations it is experimenting with on limited budget and scale. Whether these innovations ever are evaluated and costed out in terms of their implication if dispersed District-wide is quite another point. But, the District cannot really be faulted for not experimenting. What follows is a description of some of the more prominent current experiments.

(1) The Eighteen School Project

The 18 school project (originally 13 schools) covers a selection of elementary, junior and senior high schools throughout the District. The project, funded by the State after passage of the Miller Education Act (SB-1) was developed so as to learn lessons about increasing flexibility at the local school, to learn about community involvement possible in local schools through the effective functioning of advisory committees, and to encourage local development of educational innovations. Administrators generally felt that it was a nice minor start in the right direction, but the project wasn't planned too well and it was under-financed. All principals appear to want to become involved in something similar; but the effort is minimal. The 18 school project offers the participating schools an extra half teacher $1,000 of spending flexibility for secondary schools, and $500 for elementary schools. These schools have been hindered in their attempts to change both by financing and by the inflexibility of school system rulings (in order to utilize paid community resource people to any great extent, for example, they had to create a new category for them, another example is the fact that the Board of Education has to approve every single item in the budget -- the Legislature should set a "petty cash lump sum slush fund" which could be spent by a

local board without approval or with blanket approval, we were told). Other major flaws appear to be inadequate planning, guideline setting, non-utilization of advisory committee advice, and no meaningful evaluation to date.

(2) The APEX Program

In 1964, a special committee explored different ways to use the resources of the District; the APEX concept was the result of that study. The committee recommended that 12 such operations be established in the District, but there is only one underway at present. There doesn't seem to be enough money for others.

The APEX program attempts to offer specialized programs in a cluster of high schools. Each high school develops a particular capability in a specific area. Students wishing to participate in this program -- if they are not already attending the particular school offering it -- are bussed to the school. The major problem which observers of the APEX operation voice is that if you look at the transportation figures, you discover that black students will travel to predominantly white schools to participate in their programs, but the reverse is not true. This could reflect how the specialties are distributed among the schools. It is generally admitted that objectives for this program differed markedly: communities involved anticipated better integration; the Board of Education sought increased quality of education. Although it is admitted that it has not fulfilled the former objective, some feel it has been a success educationally.

(3) The Jordan and Garfield Complexes

The Jordan activity includes five elementary schools, one junior high school and one senior high school; the Garfield operation is different in having only four elementary schools involved instead of five. Each school has its own advisory committee and from these seven, three representatives are selected for membership on the advisory board. Each meets once per month and has committee activities in between.

For a more detailed discussion of these complexes, please see Appendix C.

(4) Twenty-four Inner City Schools

Twenty-four schools in the inner city area are now being given extra staffing flexibility so that the principal can have more latitude to deal with the problems before him. This has been accomplished through a change in the ADA norm. In District schools you can have one teacher for each 28.5 ADA. In the special twenty-four inner city schools, the norm has been changed to one teacher for every 25 ADA. It's slight but it's something.

(5) Advisory Councils

The idea of advisory councils is a good one if only it would work. But there appears to be a "sameness" across advisory councils; everyone congratulates everyone else on what a good job they are doing; and everyone learns of issues which have already been discussed in other channels. The idea of the councils has spread so that there are area councils, sub-area councils, and one council for each of the schools in given areas. Administrators report that these councils take up most of their time and since their membership is often from conflicting community groups, little is ever accomplished. Everyone suggests that "more" of "something" is needed to make the advisory council really work--like time and training. Where the time, money, and training is to come from is not addressed.

Visits to advisory council meetings led to the following reactions which may or may not be typical. The abilities and scope of the parents and teachers present were limited. In a sense they were asking for the introduction of problems that fit into the solutions they were able to think of. They had no new ways of formulating or looking at the complex problems involved in this urban community. They seemed to have solutions only to manageable problems; but the problems before them were not manageable. The massive problems confronting them are most difficult, complex, and intertwined. It didn't take much probing of their particular problems to turn them into massive problems outside of their abilities and reach. Seeing and not being able to solve just frustrates and angers, and this appears to happen in councils that try to be for real--they can't go all the way because they currently have no control.

(6) The Center for Planned Change

The Center appears to be telling the people in the District -- out in the field -- what innovations they should be trying rather than helping the people in the field carry out their own innovations and creations.

(7) The Gifted Program

This is totally decentralized but this move has been recent and there is little available on a current evaluation of how well it is doing. Preliminary reports are most positive.

e. Miscellaneous Issues

Most interviews ranged beyond the issue of reorganization and into some of the problems before educational institutions in general and the District in particular.

(1) Community Representation

We are in a period where there is much pressure and concern for community-centered schools. This means that the individual school is more a part of the community in which it happens to be located and whose children it happens to serve than it is a part of a larger structure and bureaucracy which is located out of and beyond the immediate community. But the concept of community is a difficult one to apply to the District -- maybe even irrelevant. The Board seeks "community voices" in an area where communities do not exist as we have thought of them in the past. What the Board gets are spokesmen for some subsection of some part of a community which the Board then wishfully things represents something closer to the whole. The Mexican-American Commission is such an example. This self-appointed commission does not really speak for the bulk of the Mexican-American population in Los Angeles and its membership is often seen as using the platform of the Commission for their own political interests and gains. If the schools could really deliver what they claim to be delivering, public confidence would be gained and the community would relax its efforts to "become involved". One function of an operating advisory committee appears to be to allow the people an opportunity to share the problems they have in the schools and then work to de-escalate some of the expectations of the community.

(2) Resource Allocation

There needs to be a redefinition of educational priorities in light of the available resources:

- What are things that must and can only be done by other schools?
- What are thing that the schools can do best?
- What are things that schools can share with other agencies?

It will be increasingly difficult for this country to support the growing level of expenditure for education in the formal public institutions of education. There must be an examination of where priority definitions and allocations are in order to increase the effective use of finite resources.

There is also an accompanying need for some "negotiation of accountability" that gives the teacher a chance in:

- A statement of the acceptable standard of student performance;
- Taking into account the students' present level of achievement;
- Sharing risk between teacher and parent in unknown areas.

On another level, the persistent drive to reduce class size in often misplaced. Some educational material can be handled and communicated in very large classes, but the existing state laws restrict this in the elementary grades. The central point is how are the principals going to use the freedom which comes from converting staff slots (through using larger classes for some subjects) into additional resources.

There is a great need to build more flexibility into the system. It is difficult to get this flexibility at a time of mistrust in what is going on. Freedom to pull teachers out of their regular classroom assignments and support them in the classroom from a pool of closely located resource personnel is most necessary. Then the regular teacher would have a chance at planning courses and revamping curriculum content or instructional approaches.

Continual staff development is another important area. Staff development is key to whichever way the structure goes, and it is probably more at the root of current problems than any other item. It should not just be limited to in-service training. The development of teachers, principals, superintendents and other administrative personnel must be included. Currently any money resources which are made available for training are skillfully fought for by the teacher organizations who want such funds for their own so that they will have the say over how these funds get spent. Their efforts at getting these funds are countered by the efforts of classified to obtain the same funds for their own use. Sometimes it becomes more trouble than it is worth in the short term.

The view of the District is that there are "very few unsatisfactory people; most of those having problems are misplaced". There is a claim to little "shelfing" like industry. Instead people are reassigned and denoted (board members have indicated however, that salaries are rarely cut on upper echelon personnel) rather than dismissed. The budget process further complicates the picture. According to the law, anyone being dismissed must be told by June 15; otherwise their dismissal will not be effective for another year. The budget process is such than one often does not know by that date what moves must be made and with whom; consequently, personnel problems are often resolved a year late and are than much harder to deal with.

There is much playing with the concept of moving people into the field from the "hill". Some people stated that all the players exist, it is just that they are in the wrong places. Why not move curriculum planning, personnel, and business into the areas? Why not centralize health services at the county level? Why not make more effective use of the 6,000 teachers' aides wandering around in the District?

(3) Administration

The District is quite short of administrators who know about, understand, and can do planning. The current process appears to be one in which the administrator is so busy most of the time that when it comes to deciding what to do next year, it is decided to do it like last year because there hasn't been the time to develop any new ways to do it. However, some citizens feel that it is much more comfortable for the administrator not to allow time for planning because he would then have to take a stand on where he is, what he sees going wrong, and what he proposes to do about it. He currently does not need to take a stand -- he is too busy. And he can duck responsibility to do it.

Some individuals within the District have tried to develop incentives for administrative people but have run into many blank walls. One possible reason for the blank walls is that they are looking for an incentive system that "educators" would understand but that the lay public would not understand. Because they have tried to make performance differences invisible, they have the most vocal and aggressive elements of the areas of the District down on their backs.

The position of the area superintendent is a case in point. If he tried to involve all the visible and vocal community organizations in his advisory councils, he discovers, as some have, that some individual representatives of organizations with "public" positions to uphold are more interested in getting at each other than in getting at him, except in those unfortunate cases where he slips up and gets it from all sides. He can play them off against one another to maintain his "cool" but it does not make for much of an effective advisory committee and it takes a lot of everyone's time.

(4) Teachers and their Organizations

It appears that the increased militancy of the merged teacher organizations here in the District will promote more difficulty in "loosening" things up as far as teachers and their duties go. There are reasons to relax some of the current certification restraints to allow greater responsiveness to local needs, but this is occurring at a time when the public is demanding stricter certification to get rid of inadequate teachers and when teacher organizations are talking about demanding more of themselves and their members with a "we will take care of our own" attitude. The teacher organization appears to be pressing for a strongly centralized grievance handling.

(5) The Board

The current board appears to play an ombudsman role in this giant District. Members are the friends of the common parent who doesn't understand much about this huge organization but only wishes for a good education for his child. The board is accessible; it, or at least some of its members, will always listen. (Some say it merely wants to be re-elected.) It will then put (often irrational) demands on the administration to get answers. Frequently, complex, time-consuming questions which are rather inconsequential are given as much or more priority or push than critically important issues (which often may have some politcal backlash). For this reason (and some others) the administrators evidenced terror when a full-time board of 11 members as outlined by the City Charter Commission was suggested. These administrators wish for only one superintendent and see 12 if the board becomes full-time.

Exhibit B-3

Board Member Interview Guide

1. How does a Board Member get elected? How re-elected?

2. How does a Board Member operate? (functions) What are the limitations imposed on its operation? Imposed where and by whom?

3. How does a Board Member determine whether present education is appropriate to children's needs? Where does he get his information? (internal and external) How does he learn about issues?

4. How are you involved in the school budget? What freedom does the Board have, once the budget is submitted, to change school budget allocations? How are resources allocated? (Among areas of need; differing allocations depending on schools; program areas.)

5. As a Board Member, what do you consider to be the most critical problems facing the Board? The School Administration? What is being done by the Board about these problems (both Board and Administration)? What effects have these actions had?

6. What are the barriers to delivering a quality education in the classroom? What are the major contributions to these barriers? What can be done to remove these barriers?

7. What changes/reorganization would benefit the school system? Would any be detrimental? (decentralization; local control; etc.) Would increased parental involvement be beneficial? Would it improve pupil performance? What level of involvement?

8. Would it be advantageous to a district to increase the tax base if, at the same time, it expanded its geographic area and increased the heterogeneity of the student population?

9. What about school board elections. Do members represent a geographically defined constituency?

10. If elections should remain at-large, what steps should be taken to insure appropriate representation by underrepresentative groups?

11. Test alternatives.
    - 10 semi-autonomous subsets; what centralized, what decentralized
    - Tax base issue
    - Community participation (local semi-autonomous boards)

Exhibit B-4

Principal Interview Guide

1. Introduce yourself and explain that you are from Arthur D. Little, Inc., a research firm based in Cambridge, Massachusetts.

2. Explain that we have been retained by the Joint Committee of the Legislature to study alternatives for school district reorganization.

3. Tell me a little bit about your job as principal? How long have you held it? What are your major responsibilities and activities? What limitations are imposed on your functioning? By whom?

4. In carrying out your functions, what are your responsibilities to teachers? How frequently are you in contact with them? What do they do for you?

   - What are your responsibilities toward staff line personnel? (superintendent; area superintendents; downtown school administrators; etc.) How frequently are you in contact with each? What do they do for you?

5. What changes would make it easier for you to fulfill your responsibilities (e.g., decentralization of authority; more district autonomy; flexible budgeting, etc.)

6. Tell me a bit about the budgeting process.

   - How much do you get involved in the budget?

   - Once drawn up, what freedom do you have to suggest changes or a reallocation of funds?

   - How are resources allocated? (among areas of need; differing allocation depending on school needs, by program, etc.)

   - How much flexibility do you have within the final allocation?

7. What control do you, as a principal, have over curriculum content? Over the ordering of books and materials?

8. What do you consider to be the most critical problems facing the school administration? What is being done to face those problems? (with what effect)

Exhibit B-4 - (Continued)

9. What do you consider to be the most critical problems facing this school? What is being done about them? What are the effects of what you have done about them? Would any changes (legislative; administrative; etc.) help resolve these problems?

10. What types of discipline problems are most acute? What procedures are followed in these cases?

11. How do you evaluate teacher performance?

    - How distinguish good from poor teacher?
    - What might be done to improve teacher performance - what prevents these measures from being taken?
    - On what basis evaluate; how frequently?
    - What can you do to retain a good teacher?
    - What can you do to release a poor teacher?

12. Would it be advantageous for a district to increase its tax base by expanding its geographic area and heterogeneity of the student population? (Probe: why or why not?)

13. If principals were chartered to make significant improvements in the educational performance of his school, what kinds of changes should he be permitted to make? What constraints (legal, regulatory, or other) should be removed?

14. What specific organizational changes would benefit the delivery of a quality education in the classroom? Would any be detrimental?

15. Test alternatives.

Exhibit B-5

Teacher Interview Guide

1. Introduce yourself and state that you are from Arthur D. Little, Inc., a research-consulting firm based in Cambridge, Massachusetts.

2. Explain that we have been asked by the Joint Committee of the Legislature to examine alternatives for reorganizing the Los Angeles Schools and that, in doing so, we are talking with parents, teachers, principals, school administrators, and board members.

3. Explain that: "Your principal, _____, recommended that I talk with you."

4. I understand that you are a _____ (music, math, etc.) teacher. How long have you been teaching here in Los Angeles? In this school? What grade levels do you teach?

5. Are you satisfied with your curriculum (program content)? What changes would you like to see made in it? How would you like to see it improved? What constraints do you face in modifying curriculum to meet the needs of your students?

6. What constraints do you have when ordering your materials and supplies? What kind of lead time do you need (are you required to have)? What kinds of problems have you had in getting supplies? (Ask for some examples. Ask what caused each problem.) Who hinders and who helps you get supplies? Ask specific response time (average) from order to receiving.

7. What changes in the teaching/learning process do you feel are necessary to assure that all students in your class learn effectively? What stands in the way of these changes?

8. What kinds of discipline problems do you have in the classroom? Which ones are most serious? How are these handled? (Is a procedure used; who gets involved - principal, teacher, parent, etc.)

9. What do you consider to be the advantages and disadvantages of teaching in this school? How you like it here? If you had your choice, where would you most want to teach? Why? How many other teachers feel the same way?

Exhibit B-5 - (Continued)

10. What incentives would you need to attract you to the schools which need you most (if more money given as answer, probe further for such things as: atmosphere, good principal, supporting staff, etc.)

11. What contact do you have with the principal? (Also ask for contact with vice-principals when it's a high school.) What does (do) he (she) (they) do for you?

12. Do you have contact with any of the Los Angeles School Administrators? What has been the nature of this contact? What do they do for you?

13. What kinds of (additional) help would you like to have from the school administration?

    - What kinds of changes (administrative policy, legislative rulings, decentralized authority, etc.) would you like to help you in the classroom? (e.g., smaller class size, teacher aides, flexible fund allocation, etc.)

14. Is your performance in the classroom evaluated? Who evaluates you? On what basis? How frequently? Who discusses the results of this evaluation with you?

15. What contact do you have with the parents of your students? How frequently? For what purposes?

16. If the Los Angeles School District were divided into, say, 10 separate districts, what effect would this have on your functioning in the classroom? (i.e., what, from your viewpoint, are the advantages/disadvantages of the proposal?)

Exhibit B-6

Staff Line Personnel Interview Guide

Area Superintendents, Assistant Superintendents, Superintendents, etc.

1. Delineation of job. How long held. Major responsibilities and activities. Limitations imposed on his functioning (by whom/what conditions).

2. In carrying out responsibilities, what are the responsibilities:

   - to the board? how frequent contact? what support do they give you?
   - to other administrators? (same)
   - to principals? (same)

3. What changes would make it easier to fulfill responsibilities? (procedural; administrative; legislative; etc.)

4. Description of the budgeting process. How and how much involved? How are resources allocated? (areas of need; differing allocation depending on school needs; program). How free to suggest changes or reallocation of funds.

5. In the matter of school materials resources (books, supplies, central office data) there is a complaint of inordinate time lags from order to receipt. What process do these orders go through and what holds up requests?

6. What are the most critical problems facing:

   - the school administration? What is being done (by whom) to alleviate these problems? With what effect?
   - the school board? What is being done (by whom) to alleviate these problems? With what effect?

7. (Area Superintendents) What is the procedure you follow in teacher evaluation (principal evaluation)?

   - How distinguish good from poor?
   - What can be done to improve performance; what prevents these measures from being taken?
   - How retain good personnel? How release poor personnel?

Exhibit B-6 - (Continued)

8. What are the important problems which decentralized administrative functions and services might ameliorate? What could be effected at minimal additional cost? Which are most cost effective? (e.g., greater cost but better services).

9. Would it be advantageous to increase districts tax base if it expanded its geographic and racial/ethnic mix? Why?

10. If principal were chartered to make significant improvements in educational performance in his school, what are the kinds of changes he should be able to make? What constraints (legal, regulatory, or other) should be removed?

11. How can one assure adequate representation (physically or empathetically) of disadvantaged on the boards; in policy-making decisions?

12. Test alternatives:

    - effect of sub-dividing into 10 semi-autonomous districts.
    - local participation: semi-autonomous boards.
    - what functions decentralized.

APPENDIX C

## AN EXAMINATION OF CRITICAL INCIDENTS

One of the study team's key interests in the process of examining LAUSD was the organization's ability to respond and/or self-correct, based on changes in requirements internally and externally. In exploring organizational performance, it is typical to take output or performance data and relate it to inputs or requirements in an aggregate fashion. This we have done in other areas of our work. However, this does not give a picture of the internal dynamics and processes involved in an organization's performance. Therefore, we identified a wide range of critical incidents for potential exploration. The critical incident process is one of tracing throughout the organization the various responses made by a part of the organization in reaction to an incident. This tracing provides some insight as to the processes and reasons why certain actions were taken in a way which is not illuminated when looking only at aggregate output and requirement information.

The following are insights into the organizational responses to three different situations: principal removals; the removal of the sixth period; and the educational complexes (Jordan and Garfield).

### A. Principal Removal Incident

In assessing the responsiveness and flexibility of the present organization, we chose to look at two principal removal incidents, for several reasons. Until relatively recently the principal slot has been inviolate in terms of community pressures (although upper echelons have appeared nonchalant about shuffling principal positions). Yet with increasing emphasis on localized needs and the responsiveness of the school to those needs, the principals' position has come under close scrutiny. Increasingly parents (in particular) have begun to question whether or not their school's principal both understands local needs and acts sympathetically toward them. In black (and brown) communities in particular the issue has sometimes become more symbolic: the principal must be of the same racial or ethnic background.

In our initial community interviews we were told of two incidents of principal removals: Fremont High School, where community efforts secured both the removal of the white principal and the installment of a black principal; and The Main Street School, where an excellent principal with good student and parent rapport was "kicked upstairs" for being too friendly with the students. When we probed both incidents, we found the former to be much more complex and anxiety-laden than our sources had indicated; we found the latter to be, as far as we can determine, totally inaccurate. Both indicate clearly miscommunication and mistrust between the school system and the communities served. An analysis of each incident follows:

## 1. Fremont High School

Most respondents felt Malcolm to be a good principal, responsive to school needs, but sacrificed to the growing Black awareness and need for identity. During earlier crises at other schools, in particular, he was supported by students and faculty alike. The incident was precipitated when the Faculty Committee appointed by Mr. Malcolm, principal of Fremont, for the purpose of approving all student organizations refused to approve the constitution of the Black Student Union (Malcolm indicated that the BSU wanted to replace the student council).

It escalated as students were dismissed for disruptive activities (apparently encouraged by a militant community organization) designed to secure approval of the constitution. Other community groups became involved and formed into a student-community coalition. Although Malcolm continued meeting with all groups, demands were made to the Area Superintendent, including the demand for a black principal.

As demands were largely ignored and the crises heightened, the teacher groups themselves split into two discrete camps: older, white teachers who sympathized with the principal (although they had very little contact with him at this time) and were opposed to any changes resulting from the demands; younger, often black, teachers who sympathized with the students.

The Area Superintendent was highly involved in this incident (Malcolm indicated he requested guidelines early in the crises but was ignored until too late), but either could not or did not meet with the following parties in interest: dissident students; dissident teachers; supportive teachers; and community groups. Thus, his main contact was with the focus of the incident: the principal. In fact, he himself stated his contacts with the principal were so extensive as to cut off meaningful relations with any other party; he was accused of engineering Malcolm's every move, including public appearances and press conferences.

This stalemate led to the presentation of the incident to the Board of Education, which did not become involved (although several board members were showing either open sympathy for or opposition to Malcolm) until asked to act, and then allowed different groups to air their grievances.

As the crisis escalated, Malcolm was subjected to increasing pressures and threats and requested a transfer. The Board then quietly filled his post with a black, Dr. Bolton, who had been a vice principal at the Los Angeles High School and who was, technically, unqualified for the post. This latter transfer was performed without consulting the student-community coalition in either school.

Reverberations did not end here. Bolton has been involved very personally in efforts being made in the Los Angeles High School to keep the school integrated and trouble-free; he enjoyed tremendous popularity in the school; and parents saw in him a very appropriate male image which many young boys lacked, as well as having keen and sensitive insight into the needs of his school. Both Bolton and parents were upset at this arbitrary reshuffle and, according to initial community interviews, Bolton requested a transfer due to the incident and the distrust and hostility from the Fremont student-community coalition.

The incident bears out several points: the inability of the system to deal with a problem until it has escalated to the point where bending the rules appears expedient (even here inflexibility is evident: the area superintendent revealed under no circumstance would he have submitted Malcolm's transfer if Malcolm had not requested that he do so); administrators do not appear equipped to handle these kinds of incidents in a mediator-type role, but appear to align themselves with the principal; communication across lines was avoided at worst, poorly attempted at best; the buck was neatly passed to the board which stalled action until the crisis was no longer tenable (although several members were clearly aligned with one side or another); the board, although hearing all sides, acted apparently without testing the results of its actions on any parties at interest. Although all appeared leary of removing Malcolm, there apparently was no hesitation in removing a vice principal for their own purposes without any apparent agreement on his part. Furthermore, neither the area superintendent nor the vehement supportive board member would admit that there were any problems with the quality of education at Fremont (one of the issues that developed), although the school is 100 percent minority; has a 65 percent transiency rate; and a median reading score for tenth grade students in the 14th percentile of nationally normalized scores. Malcolm himself admitted to both poor quality of education and inadequate facilities. Several respondents felt that if the community were more involved in the planning of school programs, the crisis might well have been averted. The same respondents added that the present grievance procedures are not only inadequate but also provoke the very issues they attempt to resolve: exploding relatively minor incidents to major proportions.

## 2. Highlights of Jordan's Removal as Principal of Main Street School

During the summer of 1969, Mr. Jordan, principal of Main Street School, was offered for the second time the position of North Area Administrative Consultant in charge of all specially funded programs by the North Area Superintendent. He had turned the position down the first time it was offered because he had wanted to stay at Main Street School for a longer time and also because at that time there were limitations in funding and budget in the position.

Jordan and the Area Superintendent had talked informally about the position and about its limitations. The reasons for Jordan's refusal were no longer present; he had accomplished much of what he wanted at Main Street; and the conditions for taking the position were met. Jordan therefore accepted the position, wrote letters of explanation for his decision to the staff of Main Street School and is working out very well in his new position. The teachers at Main Street are working with the new principal who is finding the transition relatively easy because of the solid staff which Jordan had developed during his time as principal.

Yet either the reasons behind this "transfer" were not appropriately explained to the school community, or mistrust of stated, versus real, reasons was evident, because in our community interviews we were informed that this was an effort by upper echelons to remove a very popular and effective administrator who was "in tune" with students and community. One opinion of upper administration popularly held and frequently voiced (particularly among minorities) is that the "Hill" in particular does not want either principals or teachers to be close to their communities and "removes" those that are (Castro, Dangerfield and Van Christopher are mentioned by minorities here).

The main highlight arising from the investigation of these incidents is that where the move is accomplished within the boundaries and "confines" of the organization there is little difficulty and the move is most particularized to the individual and individuals involved. However, where the move is a result of pressure brought to bear from the outside to force action in the organization, the action itself is awkward, defensive, ill-thought out, and with little account and attention paid to the consequences and impact on the particular individuals involved in the action. In neither incident were local parties-in-interest allowed to participate; nor were they adequately informed following the decisions.

The organizational implication is how it will be possible to enable the organization to be such as to respond to both types of change (and others in between) with the same degree of effectiveness. An effective means is to validly make the community (or its elected representatives) a contributing and vital part of the decision-making process in personnel (as well as other policy-making decisions concerning the school: budgeting; curriculum; school procedures, etc.).

B. The Sixth Period Incident

The sixth period incident was examined for its implications as to the school system in several areas: appropriate planning for contingencies; the ability to sense and react (in areas of uncertainty) according to probability; and flexibility in terms of "turn-around" time. It involved the dropping of the sixth period in ninth and tenth grades in April of 1967 because of failure of a tax override and the accompanying inability of the District to reinstate this period when additional funding came from the Legislature.

Due to the failure of an override election in the fall of 1966, the Superintendent of the LAUSD was forced to provide a way for the Board to reduce the school district's budget by 12 million in the spring of 1967. Twelve options were offered and on April 24, 1967, the decision to delete the sixth period in the ninth and tenth grades (one of the available options) was made as one of the budget cuts in the Augmented Budget and Finance Committee meeting. Other critical events in the chronology were as follows:

- August 8 - The District had knowledge of the size of the appropriation which the State Legislature had allocated for the entire state.
- August 13 - The official budget document containing the financial needs of the LAUSD was filed. (Three days late.)
- August 15 - The governor signed the appropriations bill.
- September 7 - LAUSD received information on the exact allocation of state funds.
- September 11 - [The first day of school] The Augmented Budget and Finance Committee decided to restore the sixth period for the ninth and tenth grades for the semester beginning in February 1968.



Arthur D Little Inc

There are some issues and discrepancies which emerge behind the chronology of events.

1. No written records of the conversations and deliberations about the options presented for consideration by the Superintendent and the pros and cons associated with these were kept. Meetings of the Augmented Budget and Finance Committee have no transcripts. Instead, only minutes on committee conclusions are kept. Nonetheless, since education of children was at stake, the choices for deletion can be questioned (why not health services, or better yet, sabbatical leave funds for teachers).

2. Deletion of the sixth period was proposed as an option which would eliminate 350 teaching positions and save the District $3.1 million. Actually, only $2.4 million were saved.

3. The stated reason for not responding faster and instituting the sixth period in the fall term was the requirement to fill 3,000 positions in the period between August 8 and September 11. Yet if they were recruiting 3,000 teachers, another 350 would not be that burdensome.

4. There is no record of organizational flexibility in providing some sort of compromise for the sixth period, once the funds were known. To the contrary, volunteers were refused due to lack of uniformity (if one school doesn't have volunteers, all must suffer). There does not appear to be any attempt made to enlist teacher volunteers at their normal, paid rate.

5. The District prepared no alternative plans in case a number of possible (and some say likely) contingencies developed. Lack of time and money and staff were stated reasons for not developing any alternatives, and we were told that reinstated funds would not have been sufficient for the full year.

6. The District did not move until all of the formal decision networks had performed their function -- no attempt was made to reinstate the sixth period until the September 7 date, when the District received information on the exact allocation of state funds. The District only played with certainty, not probabilities.

7. Public hue and cry which accompanied the decision to drop the sixth period surprised the Board members involved. Everyone denied that political considerations played any part in the decision on which options should be cut, but the following year, 1968, when faced with the option again, the Board stayed away from the sixth period deletion.

Turnaround of this sort involving hiring of personnel can be admitted to be nearly impossible for even the smallest district with only four days notice. But were there only four days available? It is likely that some form of contingency planning on the part of the District could well have provided earlier information and partial programming which would have gotten the sixth period back into the curriculum much faster. (Rumor has it that even by February some positions were still unfilled, although we have no confirmation of this.)

There is no way to legitimate consideration of other possible options which might have been presented to the Board by the Superintendent rather than the ones which were. The deletion of the sixth period came about because it was the least offensive among the big three reduction options: reduced teaching of special services, curtailment of transportation and deletion of sixth period in the ninth and tenth grades. Its selection was also defended in that it did not affect the "core" of the educational program while the others would have. There is some question as to the completeness of this observation.

One would think that the large District would gain flexibilities with its increased size which would allow for different treatment of issues related to items such as the sixth period. The investigator just has difficulty accepting the conclusion of the school personnel that there were not 350 teachers tucked away in the organization whose talents and efforts could have been lent to the reinstatement of the sixth period. It would seem that the one factor which does accompany size is the expanded ability to rationalize quite adequately any decision which is made, forcing the measure to prove to the contrary on the questioner, who can never be expected to uncover all of the facts.

## C. The Educational Complexes

One organizational element that is included in the structural alternatives being proposed to the Joint Committee for consideration relates to clustering schools into "complexes". A complex cluster could be made up of one or two high schools, one to four junior high schools, and up to about 20 elementary schools. The cluster operates with each school's students moving to the next higher school within the cluster as these students advance through the educational system.

The purpose of the complex arrangement is to better utilize school resources to meet the educational needs of those students in the cluster schools -- to differentially meet the needs which these students have as compared with students in other schools in other clusters. A second purpose for the complex arrangement is to better involve local community people at this sub-district level with the needs apparent and relevant at this level -- the needs of their own children in their own nearby schools. In order to examine what implications are embodied in any proposed district-wide clustering arrangement, existing District experiments related to this type of structural clustering of schools were investigated.

1. Jordan and Garfield Complexes

In July of 1968, two educational "complex" efforts were started in the LAUSD under Federal Title III (innovative) funding with a total yearly funding of almost$1.3 million. (The Jordan operation gets a bit more than half of this to operate ten active programs -- soon to be 12.) One complex centered around Jordan High School in South Central Los Angeles; the other around Garfield High School in East Los Angeles. In addition to the high school, the Jordan complex involved an adult school, one junior high, and five elementary schools. The Garfield complex school involvement is the same except that it has one less elementary school. Each school has its own advisory committee and from these committees, three representatives are selected for membership on the advisory board. Each meets once per month and has committee activities in between. Participating schools were selected primarily in those instances where the "feeder" patterns provided a route for the student through all grades. The student enrollment of the schools involved in both complexes is approximately 18,000.

Initially, the intent was to provide programs for all students from K-12 in the participating schools plus programs for the adults and pre-school children in the area. Funding has not been at a level high enough for this and except for a junior high and senior high program at Jordan, the programs concentrate on the increase of reading skills in the elementary grades (K-3 in Jordan and K-6 in Garfield); complex curriculum development; operation of the family centers; guidance and articulation for the older students in junior and senior high; staff and advisory committee development; and bilingual instruction in the Garfield complex. It happens that the schools involved in the Jordan complex are also saturated Title I schools. Financing and staffing have all become intertwined with one another and with the District so that it is difficult to discover who pays for what. The balancing out process in the District

mentioned earlier comes up again in the operation of the Complex. Programs from the Complex are limited to K-3 since Title I programs are 4-6. This gives everyone a piece of some action but it calls into question where the action leads educationally.

The staffing of the Jordan Complex includes the following: director, assistant director, curriculum director, two steno clerks, coordinator in each school with a secretary for each, 12 kindergarten teachers, two coordinators in each family center (to work with pre-school and adults), 34 educational aides and half of an evaluation consultant.

The Jordan Complex experiment is totaly dependent on Federal (Title III) funding to make it go. Blank faces greeted questions on what will continue if the Federal funding is stopped. The feeble response was that the State will take over the funding. There is little interest or awareness elsewhere in the District of the innovations which might be discovered in the Jordan activity -- in fact, there is little more than formal exchange between the Jordan and the Garfield operations. Everyone has the attitude -- and it reflects some of the problem-centered parochialism -- that the Complex efforts are in another area and we have our own concerns here. There is little District impact due to the Jordan Complex.

It is "too early to tell" in a hard evaluation sense the results of the two complex efforts. However, some observations are in order:

a. The Jordan Complex is better operated and administered than the Garfield Complex and everyone interviewed was quick to point this out. There are some reasons which do account for a bit of the differences: better prepared administrators as directors; different involvement of advisory personnel; different location of staff offices to serve the complex schools; differences in other funded activities also present in the participating schools; different support from downtown, both initially and at present.

b. The greatest potential pay-off for the lay people involved -- whether they are students or parents -- appears to be in the programs for the adults and pre-schoolers. Through the family centers, parents are involved in helpful domestic education and social activities. The advisory council activities provide leadership training for community people. The Garfield Complex offers the ESL program in the family centers.

c. While there might be implications in the operation of the complexes which have relevance elsewhere in the district, there is little way in which the innovations are spread out from the complexes. This is generally true for the District's experiments (it is confined to a very small area of attention, quite independent of other, possibly parallel experiments being conducted elsewhere at the same time, and little dispersion is encouraged), the proof required through evaluation is hard to come by.

d. It would seem that articulation from one complex school to another would be a major factor in operating a complex: the flexibility that comes from being able to allocate resources in special ways within the schools involved and to move students around in this small area so as to get them exposed to the special resources. But this turns out to be a small part of the total program. So is curriculum differentiation between included schools.

e. The mini-grant program -- giving $40,000 to the community advisory councils to allocate on programs they themselves help prepare and develop (in up to $10,000 lumps) -- apparently was well received and acted upon by the involved community personnel. However, this is the one program which came out with the lowest priority in each of the complexes and will be dropped in next year's request for funds. Two possible reasons emerge for this: community people really were not allowed the apparent freedoms to allocate the funds and therefore were not much interested in continuing them at the expense of something else; or they couldn't be bothered with all the allocation decision-making required to decide among possible mini-grant funding requests and again decided that it would be best to spend the money elsewhere. In either case, the program which gave some measure of autonomy to the local people is not requested for the future.

f. The advisory council operation at the Jordan Complex is seen by observers as being "coopted" by the "Establishment". Some testimony by Mrs. Trimble at the Jefferson High School hearing supports this supposition. The contrasts between the by-laws for the operation of the two advisory boards also lends support to this: the Jordan Board is elected for three year terms and the Garfield for one; the Jordan Board does not have a regular date for meetings specified while the Garfield Complex does; the Jordan Board membership is not nearly so specified to insure community and student involvement and in some sense dominance, as the Garfield Complex Board; comments by community people about the Chairman of the Jordan Board also suggest that she has lost some "touch, concern and feel" for the needs of her community.

g. It is not clear what would remain if the Federal funding for the Complex was withdrawn; nor is it clear what is possible elsewhere in the District using a complex type notion with a different type of basis of funding. The reading program efforts account for over one-half of the available funding whereas articulation, guidance and the family centers are much smaller than one-half of the current budget.

The two complexes currently functioning within the LAUSD at this point only suggest possibilities in spreading the notion throughout the District. Evidently the community people who become involved do benefit -- but the programs available at this time are more geared to benefit low income and educationally deprived community adults than adults who have quite a bit of formal education. The concentration on reading skill development in the existing complexes is also geared to the less-advantaged areas where the programs are in operation. What programs could be developed and utilized effectively in the complexes in communities with different problems is quite another matter. The multi-ethnic possibilities are starting to emerge in expanded complex notions, but here again the benefits would accrue to the increased "cosmopolitan" nature of the children involved from the predominantly white ethnic communities.

The real benefits from a generalized complex notion being built around clusters of elementary and secondary schools have not been adequately developed or explored in the existing Title III Complex operations to satisfactorily answer questions related to whether or not gains from the sharing and pooling of resources and particular decision-making at the local level are feasible. Rejection of the mini-grant notion as a part of the program is disturbing, even though there might have been little real discretion left to the local, community people.

APPENDIX D

## SURVEY OF LAUSD TEACHING PERSONNEL

### A. Introduction

This appendix summarizes the findings of a random mail survey of LAUSD teaching personnel conducted during the month of March 1970. The mail survey was undertaken to find out teachers' thoughts and opinions regarding issues identified in an earlier series of personal interviews with principals and the teachers they selected.

Completed questionnaires were returned by more than 450 teachers, substitutes and teaching aides. 392 were in time to be included in this statistical analysis. The sample was a randomly selected one taken from the LAUSD teaching personnel listing. The 392 respondents accurately reflect the total LAUSD teaching staff, with 49 percent being in the elementary division, 49 percent being in the secondary division, and one percent in special schools. (The missing one percent is due to rounding.) Furthermore, the schools in which they teach accurately reflect the school composition of the district in terms of racial and ethnic distribution.

This memorandum is organized into three sections: 1. Introduction, 2. Conclusions, and 3. Presentation and Discussion of Findings.

### B. Conclusions

LAUSD teachers agree that some form of reorganization is required. Specifically, they indicate:

- Those functions performed at the individual school level are superior to the more centralized functions.
- The movement of presently centralized functions to even the Area Superintendent's level is preferable to centralized functions.
- A greater degree of local participation by teachers on almost all items, including such items as the establishment of courses to be taught and the selection of appropriate texts, is desirable.
- The present mechanisms of community and parent involvement are inappropriate, namely the PTA and the school advisory committee selected by the principal.

- The preferred mechanism for community, school and parent involvement is an elected advisory board, although a community control board is not as unfavorably seen as the present selected advisory committee. (A word of caution is in order here, however. Teachers only reached consensus in two parent participatory areas, both involving student discipline.)
- The present LAUSD organization and procedures are not adequately handling the particular needs of particular schools, especially the schools having high concentrations of ethnic minorities. This was indicated for the areas of teacher turnover, curriculum and student discipline.

While the teachers overwhelmingly think that decentralization is needed, one can interpret this as being the very least form of reorganization needed, as a majority will go so far as to favor the dividing of the LAUSD into ten independent districts.

Finally, the teachers view salaries as poor and indicate that not enough money is being allocated to undertake the various and important educational efforts for the educationally disadvantaged, the low achievers, and the bright students.

## C. Presentation and Discussion of Findings

### 1. Ratings of School Performance

Teachers were asked to rate the school at which they taught in terms of items such as administration, staff morale, custodial services, and so on. Their rating was a five-point scale: excellent, good, average, fair, poor. The following exhibit shows those items for which a significantly large proportion of teachers rated their schools either "excellent" or "poor":

Exhibit D-1

Items Teachers Rated "Excellent"

Items rated "excellent":

Teacher turnover - "Are most teachers staying at the school as opposed to transferring at their earliest opportunity?"

Administration - "How well does the school function?"

Staff Relations - "Do teachers interact constructively with each other, exchanging ideas and resource materials?"

Staff Morale - "Are the teachers supportive of the school?"

Innovation - "Does the school foster new approaches to teaching/learning?"

Interestingly enough, despite their favorable attitude toward school innovation, 41 percent didn't know how knowledgeable other teachers were about the potential of the SB-1 bill or about the ability of their school to implement new directions suggested by it. Furthermore, as Exhibit D-3 indicates (see the end of this Appendix) there was little knowledge of SB-1 and pessimism as to what effects it would have on the schools. From our interviews other conclusions have also been drawn as to both the administration of schools and staff relations (see Appendix B).

Exhibit D-2

Items Teachers Rated "Poor"

Items rated "poor":

| | |
|---|---|
| Custodial Service | - "Are the buildings and rooms kept clean?" |
| Equipment | - "Does the school have adequate audio-visual equipment, laboratory equipment, etc.?" |
| Special Education | - "Are provisions for special education and services adequate to the needs of exceptional children?" |
| Teacher Salaries | - "Are the salaries paid indicative of the output required of each teacher and her effectiveness in the classroom?" |
| Counselling Services | - "Are students getting the help they need in determining their course of further education and careers?" |

2. Decentralizing the System

The most notable basis on which to differentiate the "excellent" from the "poor" items shown above is location. The items rated "excellent" are primarily under local control of the principal and school staff, while the items rated "poor" are primarily determined centrally or, as in the case of custodial services, in one of eight area offices. (Furthermore, as Exhibit D-4 (at the end of this Appendix) shows, responses for changes dealing with the poor or fair areas deal quite frequently with additional classes and services, counselling, (belying parochialism found in dealing with SB-1 and organization changes -- perhaps their parochialism is due to organizational stiffling, etc.); all are things speaking to the flexibility with which the school can handle individual, localized needs. Emphasis on better ways of handling teacher performance is

notable. This observation is borne out still further in the two tables on the following page. Suggested classroom changes and additional comments can be found in Exhibit D-5 and D-6 at the end of this Appendix. Here again, changes suggested to help teachers in the classroom are parochial: only six deal with different ways of teaching or learning, the rest concentrate on class size, the need for more materials, and the need for homogeneous groupings. We are hard put to explain these anomalies.

Table D-1: Preferred Location of Curriculum Resource Personnel

| Curriculum Resource Personnel: | Percent of Teachers Who: Agree Strongly | Somewhat Agree | It Does Not Matter | Somewhat Disagree | Strongly Disagree |
|---|---|---|---|---|---|
| 1. Should be located "on the hill" (downtown central offices) | 4 | 6 | 8 | 19 | 54 |
| 2. Should be located under each elementary/secondary area supt | 23 | 29 | 5 | 14 | 19 |
| 3. Should be located in each school | 42 | 17 | 6 | 13 | 13 |

Table D-2: Preferred Location of Supplies and Repair Services

| Texts, workbooks, audio-visual supplies & repair: | Percent of Teachers Who: Agree Strongly | Somewhat Agree | It Does Not Matter | Somewhat Disagree | Strongly Disagree |
|---|---|---|---|---|---|
| 1. Should be located "on the hill" (downtown central offices) | 6 | 8 | 8 | 13 | 45 |
| 2. Should be located under each elementary/secondary area supt | 26 | 27 | 6 | 12 | 13 |
| 3. Should be located in each school | 44 | 16 | 6 | 8 | 9 |

It should be noted that lead time for supplies was very scattered and erratic although general supplies could be obtained very quickly, and a special service for films gave reasonably good service (almost half could get films within a one month period). Resource materials, and texts were another story, however: the average time for a state mandated text was around 3-1/4 months; for supplementary texts the mean time was 3-1/2 months; and for resource materials, 3-3/4 months.

And, finally, on the question of decentralizing some of the administrative functions of the LAUSD:

- 55% of the teachers were very much in favor of decentralizing
- 23% were somewhat in favor
- 6% didn't care much one way or the other
- 6% were somewhat opposed
- 6% were very much opposed

As a look at Exhibit D-7 at end of this Appendix will show, positive comments center around the need to localize the schools to meet individual needs, the ensuing better communications and opportunity for innovation, the increased community support and control, and, even a less costly structure. (Negative comments centered around the increased cost and increased administrative red tape, etc.)

### 3. What to Decentralize and Who Should Participate in Decision-Making

In addition to the specific questions on curriculum resource personnel and supplies and repair services, which were to examine how far toward the individual school level the decentralization process could or should go, another series of specific decision areas was examined as shown in the table on the following page. The purpose was two-fold: to identify who should have a role or "vote" in the decision, and who should have the final authority for decision-making.

There are some significant differences between secondary and elementary teachers. The majority of secondary teachers think that students and parents should become involved in the decisions about establishing courses to be taught in the school.

Table D-3: Teacher Consensus on Decision Participants and Final Decision-Makers[1]

| Decision | Stud. | Par. | Teacher | Dept. Chair. | Prin. | Area Supt. | Dist. Supt. | Bd. of Educa. | State Legis. |
|---|---|---|---|---|---|---|---|---|---|
| Evaluating teacher performance | | | | X | X* | | | | |
| Establishing the courses to be offered in the school | | | X | X | X | | | | |
| Setting the teacher salary scale | | | X | | | | | X | |
| The decision to hire a teacher | | | | | X* | | | | |
| Evaluating student performance | | | X* | | | | | | |
| Setting the supporting staff salary scale | | | | | | | | X | |
| The decision to transfer a teacher | | | X | | X | | | | |
| Establishing student disciplinary guidelines | X | X | X | | X | | | | |
| Allocating funds for school and classroom | | | X | | X | | | X | |
| Determining appropriate class texts | | | X | X | X | | | | |
| Enforcing student disciplinary guidelines | | X | X | | X | | | | |



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Table D-3 - (Continued)

| Decision | Stud. | Par. | Teacher | Dept. Chair. | Prin. | Area Supt. | Dist. Supt. | Bd. of Educa. | State Legis. |
|---|---|---|---|---|---|---|---|---|---|
| Establishing the number of school days | | | | | | | | X | X |
| Determining laboratory, audio-visual, etc. equipment needs | | | X | X | X | | | | |
| Setting guidelines for student integration | | | | | | | | X | |
| Determining supply needs | | | X | X | X | | | | |
| Determining facility needs | | | X | | X* | | | | |
| Setting class sizes | | | X | | X | | | | |
| Total No. Partic. | 1 | 2 | 12 | 5 | 12 | 0 | 0 | 5 | 1 |
| Total Final Dec. | 0 | 0 | 1 | 0 | 3 | 0 | 0 | 0 | 0 |

[1] X = Consensus of half or more of respondents as to who should participate in the decision-making process.

* = Consensus of half or more of respondents as to who should have the final decision-making authority.



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Finally, for all teachers, it is clear that many areas where decision authority is presently centralized should be decentralized all the way to the school and/or classroom level. (Some, such as establishing courses and determining appropriate texts, represent a "decentralization" from the state level of mandated requirements to the local school.) Significantly, the State Legislature should have a hand in the establishment of the number of school days, and nothing else, and even here teachers did not agree as to where final authority should rest. Also note the absence of consensus as to the role of both the district and area superintendents (the random sample teachers obviously were for a further decentralization than the teachers, whom principals picked for us to interview. (See Appendix B.) Even the Board of Education role was significantly decreased to salary scale setting, integration guidelines, establishing the number of school days, and allocation of funds. Furthermore, except for integration guidelines and supporting staff salaries, the Board is given participative rights along with other bodies.

Teachers, as will be seen later with community leaders, and little consensus as to where the final authority should rest.

4. The Nature of Local Participation

A specific question relating to various forms of participation was included in the questionnaire. Teachers' answers are presented in the following table:

Table D-4: Community Participation

| Community Participation Should be Via: | Percent of Teachers Who: Agree Strongly | Agree Somewhat | Don't Care | Disagree Somewhat | Disagree Strongly |
|---|---|---|---|---|---|
| The PTA | 24 | 38 | 9 | 14 | 10 |
| An Advisory Committee of parents selected by the principal | 6 | 21 | 5 | 30 | 32 |
| An Advisory Committee consisting of parents elected by the community and teachers elected by the teachers | 46 | 33 | 3 | 7 | 7 |
| An elected community school board to which the principal must answer for selected policies and procedures | 14 | 21 | 3 | 22 | 34 |

Notice that the old form of participation, the PTA, is not viewed as favorably as an elected Advisory Committee, however, it is viewed as being considerably better than the present system of advisory committees where the members are selected by the principal. Interestingly enough, there is not as much opposition to a community school board as to the present system, but caution should be exercised here, since parents were given a minor participative role compared to teachers. The implication is that if parents seek to assume more areas of significant participation than teachers appear willing to give, conflicts may arise between these two groups.

5. Splitting the LAUSD into Ten Independent Districts

Even though the splitting of the LAUSD into independent districts would raise thorny personal questions about such items as tenure, retirement, etc. for each teacher, a majority of teachers favored this concept as shown in the table below:

Table D-5: Attitudes Toward Splitting LAUSD

| Attitude | Percent of Respondents |
|---|---|
| I would be very much in favor of it | 29% |
| I would be somewhat in favor of it | 26% |
| I don't really care much one way or the other | 8% |
| I would be somewhat opposed to it | 13% |
| I would be very much opposed to it | 20% |

As can be seen in Exhibit D-8 at the end of this Appendix, support centered around the ability of each district to deal with individual school needs, to be responsive and responsible to the community (which would have a larger voice), to improve communications from the presently large district, and to be in a better position to control wastefulness.

Opposition, however, centers around: integration, the ability of pressure groups to have more control, the extra cost involved with duplication of services (and the loss of central services), the inequities of tax base (and resulting inequality of educational opportunity), and the fact that ten districts are too many.

6. Allocation of Money

Teachers were asked as to whether the monies were appropriately allocated to their schools:

Table D-6: Allocation of Funds for Special Needs

| Too much money is now allocated to the: | Percent of Teachers Who: Agree Strongly | Agree Somewhat | Don't Care | Disagree Somewhat | Disagree Strongly |
|---|---|---|---|---|---|
| Educationally disadvantaged | 5 | 10 | 3 | 25 | 50 |
| Low achievers | 4 | 10 | 4 | 26 | 50 |
| Bright students | 3 | 8 | 3 | 27 | 53 |
| **Not enough money is now allocated to the:** | **Agree Strongly** | **Agree Somewhat** | **Don't Care** | **Disagree Somewhat** | **Disagree Strongly** |
| Educationally disadvantaged | 43 | 24 | 3 | 13 | 7 |
| Low achievers | 44 | 24 | 4 | 12 | 6 |
| Bright students | 48 | 25 | 4 | 11 | 4 |

This indicates that teachers believe there is not enough money presently available to undertake the important educational efforts needed for the educationally disadvantaged, low achievers and the bright students. This is particularly significant in view of the proportion of educationally disadvantaged in the LAUSD.

7. Some Issues from the Viewpoint of High and Low Ethnic Concentration Schools

New teachers tend to be concentrated in schools with a high proportion of Spanish surname or Negro children:

Table D-7: Teaching Experience by Ethnic Mix

| Teachers in Schools Having Negro and Spanish Surname Children Which Comprise: | Percent of Teachers Having A Total Teaching Experience Of: Under 3 yrs | 3-4 yrs | 5-9 yrs | 10-14 yrs | 15 yrs or more | Total |
|---|---|---|---|---|---|---|
| Less than 10% of of the student body | 14% | 10% | 26% | 20% | 31% | 101% |
| 90% or more of the student body | 33% | 14% | 17% | 19% | 17% | 100% |

In terms of rating their school's performance, the teachers in schools having high concentrations of ethnic minorities children have significantly different ratings for curriculum, student discipline and teacher turnover:

Table D-8: Specific Teacher Responses by Ethnic Mix

Curriculum - Are the courses given relevant to student needs?

| Teachers in Schools Having Negro and Spanish Surname Children Which Comprise: | Percent of Teachers Indicating That The Curriculum in Their School Is: Excellent | Good | Average | Fair | Poor | Other | Total |
|---|---|---|---|---|---|---|---|
| Less than 10% of the student body | 17 | 44 | 30 | 4 | 3 | 3 | 101 |
| 90% or more of the student body | 9 | 10 | 33 | 27 | 18 | 4 | 101 |

Student Discipline - Are students well behaved (no violence or vandalism)?

| Teachers in Schools Having Negro and Spanish Surname Children Which Comprise: | Percent of Teachers Indicating That The Student Discipline in Their School Is: Excellent | Good | Average | Fair | Poor | Other | Total |
|---|---|---|---|---|---|---|---|
| Less than 10% of the student body | 18 | 51 | 20 | 6 | 3 | 2 | 100 |
| 90% or more of the student body | 4 | 19 | 15 | 31 | 28 | 3 | 100 |

Table continued on next page

Table D-8 - (Continued)

Teacher Turnover - Are most teachers staying at the school as opposed to transferring at their earliest opportunity?

| Teachers in Schools Having Negro and Spanish Surname Children Which Comprise: | Percent of Teachers Indicating That The Teacher Turnover in Their School Is: | | | | | | |
|---|---|---|---|---|---|---|---|
| | Excellent | Good | Average | Fair | Poor | Other | Total |
| Less than 10% of the student body | 49 | 31 | 14 | 3 | 1 | 3 | 101 |
| 90% or more of the student body | 9 | 23 | 10 | 27 | 29 | 3 | 101 |

The preceding comparisons highlight the serious nature of problems with curriculum, student discipline and teacher turnover in schools having high concentrations of ethnic minorities children.

Significantly, teachers in schools having high and low concentrations of ethnic minorities children do not have different opinions regarding race relations in the school, whether the LAUSD should be divided into ten independent school districts, or whether the LAUSD should decentralize some of the administrative functions.

Exhibit D-3

Verbatim Responses of Every Tenth Respondent* to the Question:

"What specific effects do you think SB-1 will have on your school?"

Changing curriculum to fit the needs of the students. Planning committee involving community members -- student members, staff members, PTA members, administration.

Very little.

Lack of space in our physical plant. Would need additional classrooms.

I have not heard this topic discussed among all members of our staff.

I don't know.

Parents -- community cooperation in program building.

None.

Multi-purpose library, more special classes, more audio-visual materials.

I believe it will benefit the students as well as the classroom teacher.

Very little unless decreed externally.

Few if any. Administrators are so busy trying to maintain school discipline and maintain some semblance of stability, that they don't have time to invest in innovation and educational leadership.

I don't know.

Poor articulation between junior and senior high schools and a chaotic semi-fair state of affairs.

I do not know the contents of the SB-1 law.

Studies will be made -- data will be gathered -- some new equipment will be purchased -- but students will not be heard and failure of the school will continue.

I am not acquainted with SB-1.

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* Note: 8 gave no answer to this question.

Exhibit D-3 - (Continued)

My school will not be involved in this bill, nor will any in the Harbor Area -- these questions don't really apply.

Really nothing much. Our principal really never seems to push new ideas or to inspire new teachers to perform better. She follows what must be done but has too little time for innovations.

I can't really say, since I haven't taught there for two years.

I don't know what it is.

I have not been teaching long enough to answer the question.

Exhibit D-4

Verbatim Responses of Every Tenth Respondent*to the Question:

"Please go back to each area you marked 'Fair' or 'Poor' and indicate what change you would suggest which might improve your schools's performance in this area."

Special classes for social adjustment. Remedial reading classes. Special classes for slower learners. More classes for the gifted.

Smaller classes. Better counsellors -- more time and numbers. Team teaching -- adequate preparation time. Modular schedules. Use of community resources. Teaching rating levels -- master teacher, etc. Resource centers -- books, films, etc.

Custodial services -- time has been cut, I sweep my room about three times a week; also irregular help other than our head custodian is our problem.
Repairs -- perhaps due to shortage of help.
Special education -- would like to see remedial teachers at each school; also someone qualified to help daily with the emotionally disturbed children.
Teacher salaries -- this was difficult to judge; I know of one maximum salaried teacher at our school who does just minimum requirement, but out of a staff of 21, most work beyond the call of duty, therefore a good plus rating.

Need for additional security guards -- all night and weekend service. Requested materials do not arrive or if they do arrive, the percentage of breakdowns is high. The standard of performance required by many teachers is not adequate for increased learning.

We need more custodial time. Rooms are not cleaned if a custodian is absent unless gone for five days or more. (Repairs lack because of above too.) Audio-visual equipment is not always in the best of repair. They should be checked periodically and not wait until expensive repairs are needed. Children who speak only Spanish need more individual help. In-service classes could help teachers do a better job with these children.

Race relations — no black students at present — all children need to be involved with many kinds of people.
Custodial services — not enough custodians to do job
counselling — at present we have two hours assigned for 400 students. We need one full time counsellor for each 300 students.
Equipment — each room needs to be amply supplied with overhead projectors, etc.

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* Note: 8 gave no answer to this question.

Student learning — courses need to be geared toward the student and today's needs.
Clerical — not enough help.
Salaries — some sort of merit system may be in order.
Repairs — inefficient and time consuming when repairmen have to come from downtown.

Parents need help in learning how to better equip children for learning before beginning school. Students could be helped to develop the attitude that the school is such an integral part of themselves that they would not vandalize it and would freely report those who do. Provide more custodial time and services. Colleges should do a better job of training teachers. School districts provide more in-service training and discover ways to make more teachers want to become really competent, or exceptionally good teachers. Plan ways for the student to begin school with adequate training and experiences, and then receive better than adequate training at each school.

More relevant curriculum. Innovation needed. Flexible scheduling, more electives, pass-fail in many nonacademic classes, change of "major concept", retire "old incompetent" teachers. L. A. Board must overhaul present antique system. Need imagination, innovation, experimentation. New tax structure and more efficient method of running cost of total school program.

Heavy Spanish speaking — more bi-lingual work. Curriculum is too middle class — need more working class materials. Much more counselling time needed — some work with parents. Too many thefts — poor security to prevent expensive losses.

More spaces available for special training children.

More special classes for foreign speaking children. Daily class, instead of weekly, for gifted children. I believe gifted children should be grouped together and challenged rather than left in a regular classroom. I feel the same way about slow learners and emotionally disturbed children. With a classroom of average students, we could do much more for them. Also, the other three groups would benefit, with a program on their level.

Exhibit D-4 - (Continued)

More counselling services available. Need additional supplies, school based science, and school based reading and equipment. More teacher aides. Students need to be trained to think and evaluate for themselves.

One counsellor to 750 students is grossly inadequate. "Counsellors" are programmers not functioning as counsellors. Group and individual psychological therapy must become available. Continued reduction in custodial and gardening services have resulted in deteriorating and dirty facilities. Audio-visual equipment is old, faulty and often not available when needed. The PTA has been playing a lesser role in the community. A lack of flexibility exists for the exceptional child. There is no opportunity for the child who is a constant failure in the existing mold. Possibly more practical or vocational and remedial classes are needed.

We are caught in the millstream of city life with its stresses, uncertainties, anxieties and family turbulence. These problems affect the students ability to bring himself to the learning. Even though the counsellors are willing to spend time counselling, they are so lousy with paperwork, programming students all through the semester, that they can't. Our school population is in a constant state of flux.

Teachers - more stringent scrutiny of teacher applicants (intelligence, attitudes, motivations).
Parental attitudes - administration should support teachers (whenever probable or possible) but perhaps if the teachers improved, the parents' attitudes might change.
Equipment, maintenance, salaries - more money obviously is needed. Student should pay for their own supplies, i.e., paper, pencils, crayons, rulers, etc.

There should be more special classes for exceptional children. It would be more beneficial to the child and teacher if there were more teacher-parent interaction.

Counsellors should be available more hours during the school day - all day. Repairs take too long. There is no remedial teacher nor provision for EMR, social adjustment.

Supplies for Industrial Arts - prices are ridiculous and parts are outdated (electronics shop).
Transfer policy - teachers are not able to transfer out of "ghetto" area without leaving the city system.
A very apathetic community.
I believe that the conscientious teacher is under-paid (should get at least $13,000) but some teachers are grossly over-paid. Should get rid of tenure system.

Almost all of these areas would improve if students and community were given the opportunity to determine their own programs and what they want in their schools.

Custodial service - newer facilities, more money for cleaning supplies, pay to hold custodial help.
Physical facilities and equipment - rooms or equipment for P.E., science lab, independent work, soundproofing, study corrals, alcoves, partitions, carpets, etc.
Special education - classes for gifted and slow learners; more special teachers and aides to follow through on counselling findings.

Teachers should be paid according to student gain in the area taught.

I place basis for my judgment with the administration. It does not wish to find fault anywhere and as a result, while supplies, discipline, teacher morale and overall attitude decline, the administration sees all as "rosey". Quite similar to the proverbial ostrich.

Teachers should meet to plan better programs and how to improve their school - not gripe. Parents and teachers should meet together and try to help each other solve problems. Eliminate suspicion. If parents realize problems and that there is a need for them to help solve these problems, then whatever is decided is a result of consequences that they provided. Likewise, if teachers do nothing to improve their situation then how can conditions improve.

Students - similar to headstart but for older children; more intimate informal contacts between students, parents, teachers. Have no practical ideas about improving discipline and race relations. Need more custodians. Feels that teacher turnover is not the fault of the school or area of teachers, but a matter of personal preference. School facilities, like air conditioning, carpeting and insulation against noise. Need more classes, more teachers and more adequately trained teachers.

Class norms should be lowered. This would greatly improve student performance and teacher-pupil relations more effectively than anything else. Teaching 35 or more students and dealing with them individually for more than 10 minutes in a day is impossible.

None

Need more custodial help - rooms are dirty.
More counsellors needed to be more efficient.
Salaries need to be raised to compensate for education requirements and extra time expenditures. Repairs should not be handled during school hours.

Schools are outdated prehistoric institutions. They lack the media and environment for a stimulating learning adventure. Teachers are so tied down with idiotic clerical work that they have little time for student-teacher contact. Classes are enormously too large - cannot have 38 students in a class in a mid-city school. The students mostly black are wonderful - they are warm, affectionate and responsive. Many have been neglected somewhere on the educational ladder to success because they do not have many of the basic skills - reading, writing, etc.

I teach mostly low students and they are very low. Courses are the same as I had 25 years ago. Students should have the old school painted bright colors. It might be a good idea if the students chose the colors and did the painting. The principal is very conservative - a more liberal approach would help. Discipline is more important than teaching. The teacher's time is taken up with keeping students seated and quiet. It is a difficult school to teach in. A new building is going up now to improve things. Students should be better grouped - especially in math. If the above were implemented, students would learn more. The school board needs money. Grouping according to ability is almost non-existent. Students with great potential are in classes with students who can't read or count. Teaching incompatible groups is impossible.

Counselling service does not meet student need - part time only (need full time). The aim of certain administrators are strictly cognitive - should be more affective. We do not have enough well trained staff. Teachers are giving extra assignments based on personalities, should be based on success in meeting set objectives.

More parental influence for student discipline. Better salaries for teachers. More money for audio-visual aids. Smaller class sizes for teachers effectiveness and discipline. More classes for special education in the area of social adjustment.

Exhibit D-5

Verbatim Responses of Every Tenth Respondent* to the Question:

"Thinking specifically in terms of your own classes, are there any changes which you would like to see made which would facilitate the teaching/learning process?"

Special aid needed for slower learners (full time). Additional tutor time (individual basis).

Resource centers for each department with films, books, and materials. More teacher suggestions in selection of books.

Workbooks to accompany basic readers available (I usually buy my own). Music teacher available for each school. Some quicker method to check papers -- an aide. Teacher should be given an expense account for classroom supplies from an approved source.

I feel we're taking a backwards step with the State law requiring 30 children in a Kindergarten class. With required assisting I will have to get to know 60-64 children well instead of my present 44-50. It is unrealistic to think that better teaching will result with two teachers in a room together when no time is allowed for them to plan together except on their "own" times. They have not taken into account the great variety of teaching approaches, discipline and personalities, plus the undesirable feeling of uneasiness when you constantly have to teach in front of another teacher. I have been fortunate in working next to a great person. We share ideas and plan together, but we can behave as individuals. I am dreading the time we're going to be thrown into the same room all day.

Lower class sizes; additional supplies, books, etc.

More competent and dedicated teachers; more teacher aides, specifically related to the mandated text; more education aides.

Each school should have funds allocated to it to spend for above as needs of individual school dictates. Would be more economical in long run.

More and better follow-up materials for the teacher. Mass production methods to be used to cut costs to taxpayers. More relevant materials geared to working class children. The books and materials are unusually "middle class" which ignores the children of my school.

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* Note: 9 gave no answer to this question.

Exhibit D-5 - (Continued)

More resource materials in math and science.

No.

Less lead time, adequate supply when ordered.

I would like permission to have students buy materials.

Satisfactory.

Smaller class size. Teacher aides. Counsellor service and testing.

Team teaching. Greater availability of resource people from the community. Smaller classes. More effective communication among people in related and similar fields. More audio visual materials.

I would like to have enough materials that each student could work with his own materials. Students have to share same equipment and materials. I wish I could stabilize my classes; students are constantly going and coming.

Departmentalized classes beginning in first grade. Classes for special problems in learning, behavior and classes for gifted children. Homogeneous groupings.

Enough workbooks so each child has his own; smaller number of children, by reducing class size it would be easier to give more individual help; open supply rooms.

Smaller classes, special teachers, more teacher choice in resource material.

For low groups and low achievers - either para-professional help or smaller classes (one teacher per 12 student limit). More cooperation from industries (the outside world) thusly a more pragmatic approach to concepts. (Not enough time to elaborate here.)

I would like to have more games, workbooks that would be consumable in math and reading readiness, a kit with the science equipment as stated in the kindergarten science guide. I also believe I would spend more time actually teaching if I did not have to: prepare prints, collect milk money, run off ditto work, prepare follow-up or do yard duty.

Exhibit D-5 - (Continued)

Lower the class norm.

School should be community centered rather than classroom centered - courses should deal with real life problems.

A smaller class (31 second graders); complete set of reading follow-up to go with text. Funds for each teacher to purchase supplies. Better materials for social studies units.

Reduce class size.

A lessening of confinement of above materials. While children's needs may cry out for the above, interminable delays consistently defeat us, one would think the supervisors paid for the materials themselves for the way they are hoarded.

See to it that the teachers have all books and workbooks that go with books right at the beginning of each semester. We have many readers but no follow-up, no teacher's correcting book, etc. Perhaps have less variety of materials but a complete set of what is needed. I personally believe reading or any other subject is nothing without good follow-ups.

One day per semester should be given each teacher (on school time) to browse through textbooks and resource materials at some centrally located place. Suggested orders for each teacher should be available at that place and each teacher could turn in her order at faculty meetings at the school.

More clerical help - newer media - radio, TV, tape, films more intricately used in the classroom. The teacher cannot begin to compete in real interest with the "multi-media" environment of the world outside the classroom - stereophonic sound, rock music, TV, etc - these various media should be employed in the classroom more effectively - but that, of course, requires MONEY.

I would like more core curriculum type instruction, with interfaces between the subjects taught in the school. More reinforcements from foreign subjects are needed, as well as a varied experience exposure plan.

Exhibit D-6

Verbatim Responses of Every Tenth Respondent* to the Question:

"Do you have any other comments you would like to make?"

A teacher, to be effective, must have complete support of her or his superiors all the way up the line - too often a teacher is put on the defensive instead of being supported for many minor things. Let's not take for granted the teacher is always in the right, but let's at least assume the teacher, being a professional, is fair and professional. There is a great need for student discipline (both imposed and self-discipline).. Children seem to feel secure when they really know the limits. We are too lax here - fear of community or parent criticism seems to fill the administrator. More special programs for low achievers needed, especially in the below average ability group.

I believe that the Los Angeles School District needs a complete restructuring in order to be relevant to the times.

Thank you for the opportunity to express myself. Public education everywhere seems to be facing financial difficulties. I do hope a new source of funding can be made available.

Standards of achievement should be raised in each grade level until students really know the basic techniques of learning. Parents must expect better achievement and take appropriate disciplinary measures if the student fails to cooperate. This higher standard of achievement must begin with grade 1 through 12.

Most problems would disappear if the class norm were lowered. All the supplies and facilities in the world won't make up for the ability to work with individuals.

Change is vital and necessary. The L.A. School System has not grown with the times - still rooted in worn out, outmoded methods of 30-50 years. Need new, fresh imaginative approaches - today's youth demand more and they need more than what is currently presented to them. I've taught for 16 years and thinking of resigning now.

* Note: 17 gave no answer to this question.

Money isn't the only answer.

It's encouraging to see the promise of change your questionnaire suggests, and even more encouraging to find a teacher-oriented survey. Thank you.

Seniority should enable a teacher to transfer to another school or out of an area without approval of administrators as openings are available. Teachers and administrators should receive more backing on discipline with students and parents.

I am glad I am retiring in June. After 40 1/2 years, I will have "had" it. I do not like the ominous foreboding future - militant leaders in the club and threats of a strike.

This appears to be thorough - feels good to voice one's grievances. The L. A. schools are deteriorating rapidly. I hope your findings are heeded.

I think each school has particular needs. With the proper planning and careful allocation of supplies and materials, I think we could cover these deficient areas. Everyone has to do their share of utilizing materials carefully and demanding less.

For the large size of our school system, I feel everything is well organized and operated.

We need more counsellors to identify the educationally disadvantaged and bright students.

Governing bodies (school board, etc.) must provide training opportunities for its administrative staff as well as teacher personnel.

I doubt whether this research study will be used for the purpose of bettering the L.A. city schools in any effective way.

Until new funding for schools is found, many districts cannot hope to achieve all they would like to in improvements. In a system as large as L.A., administrative costs and certain programs are spread too thin to justify their costs.

Exhibit D-6 - (Continued)

I have talked to many other teachers in favor of decentralization.

I realize that the "ghetto" areas are receiving more federal monies than average areas. It's how you spend it.

Yes. I strongly recommend that a participating member of your staff go to a Scientology Center and ask to hear the "How To Study" tapes by L.Rou Hubbard. I did four years ago and the research contained in these tapes has greatly increased my ability to get students to move upwards without getting into hangups.

Yes - I thoroughly enjoy teaching in the Los Angeles system.

Problems with schools in L.A. - especially inner-city: meaningless, depersonalized - a lot of time spent on meaningless clerical work for the teacher. Very little education is going on in mid-city schools. As long as there is no riot - the public has the illusion that education is transpiring when in reality the students are merely "being kept busy". The teachers are incredibly overworked and under-supported. My principal and faculty are all fantastically bright progressive people but they can only do so much in an institution that is at least 100 years behind the times. The kids are good kids, but "they are bored" and I don't blame them; it's boring sitting in a prison all day - with antiseptic ugly green walls, dirty floors (because staff has been cut) poor lighting, and incredibly outdated books - in every aspect of American life, we have variety to fulfill different needs - our technology strives to give us the greatest and best variety of choices. For example, on the market today, you can buy over 10 varieties of toothpaste, and yet our educational facilities which should be most precious are run like a bankrupt industry with no variety of choice or interest. It is no longer second rate but 10th rate - we need smaller classes, aides (educational), time in school to plan more effective lessons - a new concept in teaching cooperation rather than competition should be fostered in student. There should be more class, especially in minority schools of sensitivity training. We should focus on teaching students "how to think" rather than teaching them how to become well-mannered, unoffensive robatized computers or technocrats.

Exhibit D-7

Verbatim Responses on Decentralization by Every Tenth Respondent*
By Position

| Position | Verbatim Comment |
|---|---|
| Very favorable | Will fit the needs of the area. |
| Very favorable | The staff, especially supervisory and consulting, could be cut in half, saving much money. |
| Very favorable | Because of #13a answer (i.e., I feel we are so spread out geographically. I feel local communities would like more of a direct voice in school board decisions). |
| Somewhat favorable | Because the local school would get more personal supervision. |
| Somewhat favorable | Only if we aren't made so top-heavy with administrators. |
| Very favorable | Decentralizing would make it easier to communicate. |
| Somewhat favorable | I believe that some functions may be more effectively performed by persons closer to the schools. |
| Very favorable | Too many administrative positions -- too much duplication of effort. District too large to function efficiently. |
| Somewhat favorable | To get better community support for the school program. |
| Very favorable | I feel local districts (areas) have local problems which can be solved by persons involved. |
| Don't care | I think they do a good job of keeping us informed by newspaper and closed circuit TV (when superintendent talks). I can't see that decentralization would help. |

* Note: There were 8 who gave no answer to this question. Their positions ranged from those "very favorable" to those "somewhat opposed".

Exhibit D-7 - (Continued)

| Position | Verbatim Comment |
|---|---|
| Very opposed | Cost-wise, and the more people involved, the further away from agreement you get. |
| Somewhat favorable | Los Angeles covers such a large area. |
| Somewhat favorable | We need more help for classrooms. |
| Somewhat opposed | Stated in #13 (i.e., The splitting of the district would necessitate duplication of administrative staff, audio visual materials and maintenance personnel. Conversely, it would provide greater and faster response to area needs.) |
| Very favorable | There needs to be some local control so that the local needs of each can be more effectively met. |
| Very favorable | See 13a. (i.e., The Bureaucracy now existing makes it almost impossible to seize upon and utilize new teaching methods, or to attempt a somewhat innovative, radical, exciting, learning experience.) |
| Very favorable | Same as above. (i.e., Community would have more to say and would feel a greater responsibility. Less chance of "passing the buck" and the "silent majority" would have to speak.) |
| Very favorable | More efficiency would result as personnel involved would be held accountable. |
| Don't care | I am not aware of what each function entails. |
| Very favorable | This administration is totally unresponsive to needs of local communities. |
| Very favorable | Same as above. (i.e., Los Angeles City schools are presently so diverse with minority groups that more local control would be more understandable to those involved.) |
| Very favorable | The administrators aren't in touch. |

Exhibit D-7 - (Continued)

| Position | Verbatim Comment |
|---|---|
| Somewhat favoraole | If it could be done without multiplying redundant paper work. |
| Very favorable | Decentralization is essential - schools are too depersonalized and there is the feeling that "no one cares," and individual needs of school, pupil, and teachers are not being met. |
| Somewhat favorable | Sometimes administration seems to be so far away. |
| Very opposed | I don't see how more administrative offices would add to solutions - it would add to the costs and the district can't afford it. |
| Very favorable | In this way, more personalized functions could be developed in the inner-city schools. |
| Somewhat favorable | If there would be a result of simplification of personnel and less administrative commitments, I would favor decentralization. |
| Very favorable | District is too large to be effectively administered from one central headquarters. |
| Very favorable | Same as above. (i.e., The bureaucracy that exists now makes it difficult to get any changes made.) |
| Very opposed | Cost-wise, and the more people involved, the further away from agreement you get. |

Exhibit D-8

Verbatim Reasons for Position on Splitting the Los Angeles City Unified School District by Every Tenth Respondent*

| Position | Verbatim Reasons |
|---|---|
| Somewhat opposed | Financial expenses might increase<br>Unification has greater benefits |
| Very favorable | A smaller district would be more responsive to the needs of the students and teachers. |
| Somewhat favorable | I feel we are so spread out geographically. I feel local communities would like more of a direct voice in school board decisions. |
| Somewhat favorable | The school district is entirely too large for efficient supervision. |
| Very opposed | I feel the number is too great. Perhaps five or six. |
| Somewhat favorable | As it is now, it is inefficient. Time and money and personnel are wasted. It's just too large. |
| Very opposed | I believe some districts might be negatively affected economically. |
| Very favorable | Economically sound. Los Angeles district too large (700 square miles). Many districts have different needs. Keep "neighborhood" concept. |
| Somewhat favorable | I feel the present system is top-heavy. The decisions are made a very long way from the classroom teachers. |
| Very opposed | I feel that with one large district your administrative overhead is less and purchasing power is centralized, and results in less cost per item and greater variety. |
| Somewhat favorable | We have supervision now only by principal and vice principal. No supervisor has been out for years. We are a special, federally-funded school. Perhaps that's why. (Our third year for this.) |

* Note: There were 2 who did not answer this question. There was one "very favorable"; and one was "somewhat favorable".

Exhibit D-8 - (Continued)

| Position | Verbatim Reasons |
|---|---|
| Very favorable | Downtown is out of touch with what is going on. |
| Very opposed | It would not help desegregation. The more districts, the more top people needed. It would mean overlapping or duplication of many jobs, and add to the cost of education. How would the poverty areas finance their schools without more help? |
| Very opposed | Small districts are more open to pressure groups. Financing is often difficult. Segregation is more likely. Inequalities are greater. |
| Don't care | I feel the authorities will do what is best. |
| Very opposed | Because some areas pay more taxes and some areas would be deprived of the needed money. |
| Somewhat opposed | The splitting of the district would necessitate duplication of administrative staff, A. V. materials, and maintenance personnel. Conversely, it would provide greater and faster response to area needs. |
| Very opposed | This would automatically cut off from some students in the city the opportunity of broader experiences in human relations, and deprive them of the opportunity to go to a school which meets their special needs. |
| Very favorable | The bureaucracy now existing makes it almost impossible to seize upon, utilize new teaching methods, or to attempt a somewhat innovative, radical, exciting learning experience. |
| Somewhat favorable | Los Angeles is so spread out, and each one of the areas within Los Angeles has its completely different problems. It might be more effective if there was one head of each district within Los Angeles, rather than one head for all the districts. |
| Very favorable | Community would have more to say and would feel a greater responsibility. Less chance of "passing the buck" and the "silent majority" would have to speak. |

Exhibit D-8 - (Continued)

| Position | Verbatim Reasons |
|---|---|
| Very favorable | The district, per se, is very inflexible. To amplify this statement, the amount of red tape results in a time lag that means nothing accomplished. |
| Very favorable | We could then meet the individual needs of those in each district. |
| Very opposed | It will be done on socioeconomic bases and, therefore, will further the inequality of the schools. |
| Very favorable | L.A.C.S. are presently so diverse with minority groups that more local control would be more understandable to those involved. |
| Very opposed | This would create 10 totally segregated districts with no hope of integration at any time. |
| Somewhat favorable | Each area has its own problems which should be solved in that particular area. Books, etc., that are beneficial to one area might not be of use in another area. |
| Somewhat favorable | The district has many marvelous resources that only large districts can have. There is also lots of red tape, waste, and inappropriate standardization. |
| Somewhat favorable | The bureaucracy that exists now makes it difficult to get any changes done. |
| Somewhat favorable | I feel it could better meet local needs. |
| Very favorable | The Los Angeles district is much too large to run efficiently. It takes too long to get any answers or anything done. |
| Very favorable | It gives more volume to each school's voice. |

Exhibit D-8 - (Continued)

| Position | Verbatim Reasons |
|---|---|
| Very favorable | The Los Angeles school district is a prehistoric monster, incapable of meeting the needs of teachers and students. Its massive centralized bureaucratized, depersonalized system is horrific ... also decentralization would mean greater attention given to minority student and special programs to meet their specific needs. |
| Don't care | Being with the Los Angeles City Schools for approximately two years, I feel I would need more time to decide on this matter. |
| Somewhat opposed | It would support segregation. |
| Very opposed | In the ghetto area, the schools would be hurt by the tax system, and since funds are hard to get now, individual districts would present more hardships. |
| Very favorable | System as it is, is too cumbersome and bogged down with red tape. |

Exhibit D-9

Questionnaire Tallies

Questionnaire No

*First, a little about yourself:* [1] [2] [3] [4]

1. How many years have you been teaching including total number of years experience in other school systems? *(Check one)*

(5) 20% 1 under 3 years
12% 2 3-5 years
21% 3 5-10 years
20% 4 10-15 years
27% 5 over 15 years

2. In what school are you currently teaching?
(6, 7,8) _____

3. What is the ethnic distribution of your school? *(check one*
(9) 37% 1 less than 10% non-white or spanish speaking
13% 2 10-24% non-white or spanish speaking
11% 3 25-50% non-white or spanish speaking
7% 4 51-75% non-white or spanish speaking
8% 5 75-90% non-white or spanish speaking
24% 6 over 90% non-white or spanish speaking

4. Is your school: *(check one)*
(10) 49% 1 elementary
26% 2 junior high school
23% 3 senior high school
1% 4 other (specify) _____

5. What subject area(s) do you teach? (Elementary teachers who do not teach specific subject areas should put down their grade level). *(11,12,13)* _____ _____ _____



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Exhibit D-9 - (Continued)

*Next, we would like you to think in terms of the school where you currently teach.*

6. Listed below, going down the page, are certain factors that are bound to differ from school to school. We would like you to consider each one, and evaluate your school in terms of that factor, rating it excellent, good, average, fair, or poor by placing an X under the appropriate heading.

| | | Excellent | Good | Average | Fair | Poor |
|---|---|---|---|---|---|---|
| Administration<br>How well does the school function? | (14) | 26 1 | 36 2 | 23 3 | 9 4 | 5 5 |
| Staff Morale<br>are the teachers supportive of the school? | (15) | 20 1 | 36 2 | 22 3 | 14 4 | 6 5 |
| Caliber of Students<br>Are most students mentally & emotionally equipped to learn? (IQ, adequate preparation, etc) | (16) | 12 1 | 25 2 | 28 3 | 19 4 | 14 5 |
| Curriculum - are the courses given relevant to student needs? | (17) | 11 1 | 31 2 | 32 3 | 14 4 | 8 5 |
| Student Morale<br>are the students supportive of the school? | (18) | 10 1 | 32 2 | 30 3 | 16 4 | 10 5 |
| Staff Relations<br>do teachers interact constructively with each other exchanging ideas & resource materials? | (19) | 22 1 | 33 2 | 20 3 | 14 4 | 9 5 |

*continued on next page*

Exhibit D-9 - (Continued)

| | | Excellent | Good | Average | Fair | Poor |
|---|---|---|---|---|---|---|
| Innovation<br>Does the school foster new approaches to teaching/ learning? | (20) | 20 1 | 35 2 | 23 3 | 11 4 | 9 5 |
| Race Relations<br>Are interracial relations positive and constructive ? | (21) | 19 1 | 38 2 | 22 3 | 12 4 | 5 5 |
| Student Discipline<br>Are students well behaved (no violence or vandalism) | (22) | 11 1 | 34 2 | 22 3 | 19 4 | 12 5 |
| Custodial Services<br>Are the buildings & rooms kept clean? | (23) | 10 1 | 17 2 | 23 3 | 24 4 | 24 5 |
| Parental Attitudes<br>Are parents supportive of the teachers, the school, & school policies? | (24) | 12 1 | 29 2 | 25 3 | 23 4 | 8 5 |
| Teacher Turnover<br>Are most teachers staying at the school as opposed to transferring at their earliest opportunity? | (25) | 32 1 | 30 2 | 14 3 | 11 4 | 11 5 |

*continued on next page*

Exhibit D-9 - (Continued)

| | | Excellent | Good | Average | Fair | Poor |
|---|---|---|---|---|---|---|
| Physical Facilities<br>Are the school facilities conducive to effective teaching? | (26) | 12 1 | 30 2 | 29 3 | 15 4 | 11 5 |
| Caliber of Teachers<br>Are most teachers in tune with their students, competent in their subject matter, and interested in their profession? | (27) | 19 1 | 42 2 | 24 3 | 10 4 | 3 5 |
| Counseling Services<br>Are students getting the help they need in determining their course of further education and careers? | (28) | 6 1 | 17 2 | 33 3 | 18 4 | 20 5 |
| Equipment - Does the school have adequate audio visual equipment, laboratory equipment, etc. | (29) | 7 1 | 22 2 | 26 3 | 20 4 | 22 5 |
| Student Learning - Are students appropriately increasing their ability to think and learn in each successive grade? | (30) | 8 1 | 23 2 | 36 3 | 18 4 | 12 5 |
| Caliber of Clerical Staff<br>Does the school have adequate clerical and secretarial help? | (31) | 18 1 | 33 2 | 24 3 | 12 4 | 11 5 |

continued on next page

Exhibit D-9 - (Continued)

| | | Excellent | Good | Average | Fair | Poor |
|---|---|---|---|---|---|---|
| Teacher Salaries<br>Are the salaries paid indicative of the output required of each teacher and her effectiveness in the classroom? | (32) | 4 1 | 18 2 | 34 3 | 21 4 | 20 5 |
| Repairs - Are school building and equipment repairs handled efficiently | (33) | 6 1 | 21 2 | 31 3 | 21 4 | 19 5 |
| Special Education<br>Are provisions for special education and services adequate to the needs of exceptional children? | (34) | 9 1 | 20 2 | 26 3 | 21 4 | 22 5 |
| Other: (please specify) | | | | | | |
| _____ | (35) | 1 | 2 | 3 | 4 | 5 |
| _____ | (36) | 1 | 2 | 3 | 4 | 5 |
| _____ | (37) | 1 | 2 | 3 | 4 | 5 |
| | | 294 | 602 | 547 | 342 | 261 |
| | | 14 | 29 | 26 | 16 | 12 |

7. Please go back to each area you marked "Fair" or "Poor", consider it, and indicate what specific suggestions for change you would suggest which might improve your school's performance in this area. (38-40) _____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

8. The length of lead time required when ordering supplies, materials, and books appears to vary greatly from school to school. Thinking in terms of your own classroom, please indicate the average amount of lead time required for each of the following by putting an X in the appropriate category.

| Time Required to Order in Advance | Materials, Supplies & Books: State Mandated Text | Supplementary Text | Workbooks, Resource Materials | Films for Movie Projector | General Supplies: Paper, Pencils, etc. |
|---|---|---|---|---|---|
| | (44) | (45) | (46) | (47) | (48) |
| Up to 2 weeks | 16 1 | 10 1 | 9 1 | 28 1 | 43 1 |
| 2 wks up to 1 mo. | 5 2 | 8 2 | 7 2 | 21 2 | 11 2 |
| 1 mo. up to 3 mos. | 8 3 | 9 3 | 9 3 | 20 3 | 15 3 |
| 3 mos. up to 1/2 yr. | 14 4 | 12 4 | 14 4 | 7 4 | 7 4 |
| 1/2 yr. up to 9 mos. | 10 5 | 11 5 | 12 5 | 3 5 | 3 5 |
| 9 mos. up to 1 yr. | 6 6 | 7 6 | 5 6 | 1 6 | 1 6 |
| A year or more | 7 7 | 10 7 | 12 7 | 7 | 1 7 |
| | 33 | 32 | 32 | 20 | 19 |

9. Thinking specifically in terms of your own classes, are there any changes which you would like to see made which would facilitate the teaching/learning process? (49-51) _____

_____

_____

_____

_____

Exhibit D-9 - (Continued)





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10. How knowledgeable would you judge other teachers in your school to be about the meaning and potential of the SB-1 Law (Miller Education Act)? (Check one)

(52) 3 1 very knowledgeable
21 2 somewhat knowledgeable
16 3 somewhat unknowledgeable
18 4 very unknowledgeable
41 5 I don't know

11. Based upon your knowledge of your school, how equipped do you think it is (in terms of staff, funds, attitudes, etc.) to implement new directions suggested by SB-1? (Check one)

(53) 8 1 very well equipped
22 2 somewhat equipped
15 3 somewhat poorly equipped
10 4 very poorly equipped
41 5 I don't know

12. In view of your responses to questions 10 and 11, what specific effects do you think SB-1 will have on your school? (what changes do you foresee occuring in your school as a result of SB-1) (54-56)

_____

_____

_____

_____

13. What is your opinion about splitting the Los Angeles City Unified School District up into approximately 10 totally separate and independent districts? (check one)

(57) 29 1 I would be very much in favor of it
26 2 I would be somewhat in favor of it
8 3 I don't really care much one way or the other
13 4 I would be somewhat opposed to it
20 5 I would be very much opposed to it

continued on next page

13a. Why do you say that? (58-60) _____

_____

_____

_____

14. What is your feeling about decentralizing some of the administrative functions of the Los Angeles City Unified School District?

(61)
- 55 1 I would be very much in favor of it
- 23 2 I would be somewhat in favor of it
- 6 3 I don't really care much one way or the other
- 6 4 I would be somewhat opposed to it
- 6 5 I would be very much opposed to it

14a. Why do you say that? (62-64) _____

_____

15. Concerning curriculum resource personnel, to serve as backup aid to teachers, please indicate your extent of agreement or disagreement with each of the following statements by placing an X in the appropriate box.

| Curriculum Resource Personnel | | Agree Strongly | Somewhat Agree | It Doesn't Matter | Somewhat Disagree | Strongly Disagree |
|---|---|---|---|---|---|---|
| Should be located "on the hill" | (65) | 4 1 | 6 2 | 8 3 | 19 4 | 54 5 |
| should be located under each elementary/ secondary area supt. | (66) | 23 1 | 29 2 | 5 3 | 14 4 | 19 5 |
| should be located in each school | (67) | 42 1 | 17 2 | 6 3 | 13 4 | 13 5 |
| other (specify) _____ | (68) | ___ 1 | ___ 2 | ___ 3 | ___ 4 | ___ 5 |

16. Concerning the ordering and repair location for supplies, please indicate your extent of agreement or disagreement with each of the following statements by placing an X in the appropriate box.

| Texts, Workbooks, A-V supplies & repair | | Agree Strongly | Somewhat Agree | It Doesn't Matter | Somewhat Agree | Strongly Agree |
|---|---|---|---|---|---|---|
| Should be located "on the hill" | (69) | 6 1 | 8 2 | 8 3 | 13 4 | 45 5 |
| should be located under each elementary/ secondary area supt. | (70) | 26 1 | 27 2 | 6 3 | 12 4 | 13 5 |
| should be located in each school | (71) | 44 1 | 16 2 | 6 3 | 8 4 | 9 5 |
| other (specify) _____ | (72) | 1 | 2 | 3 | 4 | 5 |

*This Questionnaire continues on the next page*

Questionnaire No. ( ) ( ) ( ) ( )

Card 2 (5)

17. Listed below is a series of decisions that have to be made in any school system. However, people differ as to who should have a vote in the decision and who should have the final decision-making authority. Please place an X under the person or persons you think should have a vote in each decision listed below.

| In Raw Numbers | | Stud. | Par | Teacher | Dept. Chair. | Prin. | Area Supt. | Dist. Supt. | Bd. of Educa. | State Legis. | Other (Specify) | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Evaluating teacher performance | (6,7) | 93 1<br>3 | 47 2<br>1 | 184 3<br>25 | 252 4<br>55 | 349 5<br>202 | 45 6<br>13 | 8 7<br>1 | 5 8<br>2 | 2 9<br>1 | 16<br>3 | 0 |
| Establishing the courses to be offered in the school | (8,9) | 160 1<br>5 | 1932<br>2 | 328 3<br>42 | 207 4<br>18 | 316 5<br>124 | 193 6<br>32 | 120 7<br>19 | 153 8<br>49 | 86 9<br>10 | 13<br>4 | 0 |
| Setting the teacher salary scale | (10,11) | 1 | 35 2<br>3 | 277 3<br>53 | 35 4 | 68 5<br>2 | 59 6<br>8 | 98 7<br>10 | 308 8<br>182 | 105 9<br>22 | 28<br>15 | 0 |
| The decision to hire a teacher | (12,13) | 8 1 | 11 2<br>1 | 49 3<br>3 | 170 4<br>24 | 347 5<br>193 | 152 6<br>24 | 69 7<br>15 | 110 8<br>39 | 12 9<br>1 | 4 | 0 |
| Evaluating student performance | (14,15) | 140 1<br>5 | 81 2<br>1 | 387 3<br>278 | 60 4<br>5 | 95 5<br>5 | 18 6<br>3 | 12 7<br>2 | 13 8 | 8 9 | 5<br>4 | 0 |

continued on next page





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Exhibit D-9 - (Continued)

| | | Stud. | Par | Teacher | Dept. Chair. | Prin. | Area Supt. | Dist. Supt. | Bd. of Educa. | State Legis. | Other (Specify) |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Setting the supporting staff salary scale | (16,17) | 2 1 | 15 2<br>3 | 63 3<br>4 | 21 4 | 140 5<br>27 | 112 6<br>28 | 113 7<br>25 | 290 8<br>191 | 55 9<br>13 | 29 0<br>15 |
| The decision to transfer a teacher | (18,19) | 17 1 | 28 2<br>2 | 240 3<br>48 | 138 4<br>7 | 335 5<br>162 | 188 6<br>57 | 58 7<br>13 | 64 8<br>24 | 1 9<br>1 | 10 0<br>5 |
| Establishing student disciplinary guidelines | (20,21) | 212 1<br>16 | 214 2<br>6 | 352 3<br>75 | 100 4<br>3 | 347 5<br>168 | 106 6<br>9 | 64 7<br>8 | 110 8<br>27 | 39 9<br>4 | 10 0<br>2 |
| Allocating funds for the school & classroom | (22,23) | 14 1<br>1 | 49 2<br>2 | 217 3<br>20 | 148 4<br>8 | 288 5<br>93 | 178 6<br>40 | 157 7<br>48 | 216 8<br>84 | 109 9<br>20 | 6 0<br>2 |
| Determining appropriate class texts | (24,25) | 51 1<br>2 | 60 2 | 355 3<br>151 | 222 4<br>49 | 217 5<br>46 | 136 6<br>17 | 99 7<br>17 | 112 8<br>26 | 48 9<br>8 | 15 0<br>5 |
| Enforcing student disciplinary guidelines | (26,27) | 154 1<br>8 | 199 2<br>8 | 347 3<br>80 | 81 4 | 356 5<br>188 | 91 6<br>9 | 61 7<br>6 | 91 8<br>14 | 31 9<br>1 | 19 0<br>9 |



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Exhibit D-9 - (Continued)

| | | Stud. | Par. | Teacher | Dept. Chair. | Prin. | Area Supt. | Dist. Supt. | Bd. of Educa. | State Legis. | Other (Specify) |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Establishing the number of school days | (28,29) | 13 1<br>1 | 42 2<br>3 | 81 3<br>5 | 19 4 | 69 5<br>2 | 61 6<br>6 | 113 7<br>14 | 277 8<br>144 | 245 9<br>141 | 8 0<br>3 |
| Determining laboratory, audio-visual etc. equipment needs | (30,31) | 30 1 | 20 2 | 330 3<br>96 | 259 4<br>85 | 283 5<br>108 | 115 6<br>19 | 63 7<br>11 | 42 8<br>5 | 6 9 | 6 0<br>2 |
| Setting guidelines for student integration | (32,33) | 86 1<br>7 | 148 2<br>28 | 156 3<br>9 | 44 4 | 184 5<br>32 | 170 6<br>31 | 162 7<br>29 | 236 8<br>113 | 121 9<br>50 | 20 0<br>16 |
| Determining supply needs | (34,35) | 25 1 | 16 2 | 344 3<br>126 | 239 4<br>69 | 295 5<br>108 | 72 6<br>12 | 33 7<br>6 | 21 8<br>1 | 4 9 | 6 0<br>4 |
| Determining facility needs | (36,37) | 35 1 | 38 2 | 265 3<br>45 | 173 4<br>10 | 351 5<br>200 | 154 6<br>32 | 85 7<br>18 | 75 8<br>14 | 9 9<br>1 | 5 0<br>1 |
| Setting class sizes | (38,39) | 25 1 | 54 2<br>2 | 291 3<br>75 | 159 4<br>27 | 261 5<br>83 | 142 6<br>27 | 104 7<br>17 | 154 8<br>51 | 85 9<br>35 | 10 0<br>5 |



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18. Now go back to Question 17 and circle, for each type of decision, the single individual who should have the final decision-making authority.

19. Thinking in terms of community participation in education, please indicate the extent of your agreement or disagreement with each statement listed below by placing an X in the proper box.

| Community Participation should be via | | Agree Strongly | Agree Somewhat | Don't Care | Disagree Somewhat | Disagree Strongly |
|---|---|---|---|---|---|---|
| The PTA | (40) | 24 1 | 38 2 | 9 3 | 14 4 | 10 5 |
| An Advisory Committee of parents selected by the Principal | (41) | 6 1 | 21 2 | 5 3 | 30 4 | 32 5 |
| An Advisory Committee consisting of parents elected by the community and teachers elected by the teachers | (42) | 46 1 | 33 2 | 3 3 | 7 4 | 7 5 |
| An elected community school board to which the Principal must answer for selected policies and procedures. | (43) | 14 1 | 21 2 | 3 3 | 22 4 | 34 5 |

*This questionnaire is continued on the next page.*

20. Considering the amount of money allocated to your school, indicate the extent of agreement or disagreement with each of the following statements, by placing an X in the appropriate box.

| | | Agree Strongly | Agree Somewhat | Don't Care | Disagree Somewhat | Disagree Strongly |
|---|---|---|---|---|---|---|
| Too much money is now allocated to the: | | | | | | |
| a. educationally disadvantaged | (44) | 5 1 | 10 2 | 3 3 | 25 4 | 50 5 |
| b. low achievers | (45) | 4 1 | 10 2 | 4 3 | 26 4 | 50 5 |
| c. bright students | (46) | 3 1 | 8 2 | 3 3 | 27 4 | 53 5 |
| Not enough money is now allocated to the: | | | | | | |
| a. educationally disadvantaged | (47) | 43 1 | 24 2 | 3 3 | 13 4 | 7 5 |
| b. low achievers | (48) | 44 1 | 24 2 | 4 3 | 12 4 | 6 5 |
| c. bright students | (49) | 48 1 | 25 2 | 4 3 | 11 4 | 4 5 |

21. Do you have any other comments you would like to make?

_____

_____

_____

_____

_____

*Thank you very much. Please mail this today.*

APPENDIX E

## EVALUATION OF ALTERNATIVES BY VARIOUS PARTIES-IN-INTEREST

### A. Community Discussion Groups

#### 1. Introduction

During the weeks of March 23 and April 6, small groups of parents and citizens throughout the LAUSD were convened to work through and evaluate the alternatives for reorganizing large urban school districts. The specific purposes of these work sessions were:

- Evaluate and modify the key alternative ways of reorganizing large urban school districts.
- Examine the reasons for accepting or rejecting the various alternatives.
- To identify priorities of criteria from citizens' points of view.

A total of 19 sessions were held, 15 of them with persons identified as opinion leaders and four with community people selected from various black and brown areas.

Attendance at these sessions was by invitation. We received names of prospective opinion leaders and/or community people from a variety of sources: LAUSD personnel, councilors, Joint Committee members, Hearings attendance lists, referrals, organizations and committees. Workshops were held at the following sites:

| | |
|---|---|
| Taft | Crenshaw |
| Eagle Rock | Washington |
| Gardena | Los Angeles |
| Garfield | Jefferson |
| Westchester | Jordan |
| Pacific Palisades | Pico Union |
| North Hollywood | North Grand Avenue |
| San Pedro | Riggin Avenue |
| San Fernando | Marshall |
| Holiday Inn (Downtown) | |

The work sessions were conducted during the evenings or on a Saturday, and required approximately three to four hours for completion. The prospective attendees were called, told of the purpose of the sessions, and invited to attend the one geographically closest, or another, if the day were more convenient. Each invitee was mailed a package which thanked him for agreeing to attend the work session, explained to him eight possible ways of reorganizing the district, and asked him to fill out a questionnaire evaluating these eight alternatives. At the beginning of the discussion session, with the exception of those comprised of the workshops of community people, an additional questionnaire was handed out which participants were asked to complete. (A copy of each instrument used will be seen as exhibits at the end of this Appendix.) This questionnaire contained some of the same questions which were asked on the teacher questionnaire, and also asked for opinions on bussing as a solution to the integration problem and opinions about neighborhood schools. After questionnaires had been completed, the discussion moderator went through an explanation of each of the alternatives. Typically, respondents raised questions and made initial comments about the study. Discussion was then focused on each of the eight alternatives as well as other highly salient items of concern. Discussions were tape recorded and content analyzed at a later date and a memorandum written noting and recording the content and consensus of the discussion. Participants were mailed a modified version of this analysis.[1]

This Appendix presents the conclusions and summarizes the findings of these work sessions. The Appendix itself is divided into the following parts: 1. Introduction, 2. Conclusions, and 3. Presentation of Findings.

## 2. Conclusions

### a. Criteria from Respondents' Points of View

The first and overwhelming priority of respondents is in the area of finance. Without financial changes reorganization of any sort is pointless. Almost all respondents feel that the state has not acted responsibly in this matter (both in its decreased share of the burden and in its unwillingness to find a more equitable tax base).

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[1] Copies of these modified versions, although not included in this report, are available to the Councilors and members of the Joint Committee.

Almost all respondents feel a second priority: the need to improve the quality of education in the classroom. However, some do not see this as a systemic problem but view it as strictly financial.

Most agree to a third priority: setting educational goals, instituting procedures for achieving goals, and evaluating the success of those procedures (all lacking in today's system).

The fourth priority is accountability. There is a great need for a system of accountability throughout the system. Teachers should be accountable to students; principals should be accountable to parents; and so on. Note respondents separated accountability from the planning, implementation, and evaluation priorities, whereas we considered them inseparable (see the first volumes section on Criteria for School Organization).

For the majority of people this means a fifth priority of decentralization of functions so that the person accountable has responsibility and authority (control over budget is seen as key here, as well as flexibility in implementation). Once again respondents overwhelmingly felt that the state was hamstringing this decentralization due to excessive strings attached to funds, limited funds, and lock-step, mandated programs.

A substantial and vocal segment, although perhaps not the majority, recognize a sixth priority inherent in the fourth: assuring a means of identifying and defining local school needs.

Integration is a priority criterion held vocally by perhaps one-third of the respondents but which might well be mandated into a priority position if the Gittelson Ruling is upheld. Nonetheless, a majority was opposed to bussing as a means of achieving integration. (Similarly, a majority favored the neighborhood school concept.)

b. Problems Confronting the Joint Committee

There is almost universal suspicion of the Joint Committee's motives, for three very specific reasons:

(1) To most of the work session participants, the Joint Committee represents the Legislature, which they think has shown itself to be irresponsible (by mandating programs for which it does not allow funds) and uncommited to education (by not picking up its 50 percent of the cost of the schools).

(2) Its members are viewed as being precommited to certain reorganization plans (many having been proponents of legislative plans to split the district).

(3) The Committee, by its very title and by the nature of the bills previously sponsored by its various members, is viewed as being concerned with organization as an end in itself rather than as a means for solving problems or improving the quality of education. On the other hand, the public tends to think in terms of specific school criteria, school problems, and changes needed to meet those criteria and solve those problems.

Citizens who participated in the work sessions did not have a universally shared image or understanding of their schools. Some were unclear as to which of the alternative organizations best described LAUSD as they understand it today. This was because of their lack of understanding of the present functions and responsibilities of the various parts of LAUSD. For any one or more of several factors, a small but vocal number of participants felt that the present situation was one where a C-2 type decentralized organization waited incipiently only for funding to become actuated. Some mentioned the SB-1 law and its charter, some mentioned the present requirement for selected advisory councils for all schools, and other mentioned the presence of Area Superintendents, and asserted that if the State would only provide the money and stop mandating how it is to be spent, the system would "correct itself". This is, of course, unfounded as evidenced by the LAUSD "decentralization" plans. However, it does point out that the Joint Committee needs to communicate the present situation clearly if it is to be credible in its assertions for legislated change.

As an adjunct to the problems stated above, some respondents indicated a desire, as evidenced in the content of their discussion, for a decentralization of authority, although they did not label it decentralization, but often, in fact, were opposed to the term "decentralization". In much the same way respondents universally indicated in their discussion that schools should be accountable to them and they should personally have a viable role in the school yet the majority were unwilling to subscribe to the concept of "locally-elected boards with limited policy-making powers". The key problem was of course that "others" might get control and therefore a majority was for the concept of elected advisory councils.

Finally, neither direct nor indirect support can be generated around splitting the district. This alternative is most likely to coalesce otherwise divergent groups to oppose its being implemented (administrators, teachers, ethnic groups, liberal whites, etc.).

c. Implications for the Committee

The majority, 69 percent, view decentralization as most important organizational change. However, a majority, 53 percent, do not accept the ultimate in decentralization: splitting up the LAUSD into smaller independent districts. Furthermore, decentralization should be accompanied by additional participation from the community. This participation is viewed in two ways by LAUSD citizens: in terms of the role of participation; and in terms of the means for selecting who shall participate. On the latter issue, a clear majority, 68 percent, think the means of selecting who shall participate should be by an election process as opposed to the present process of school advisory committees selected by the principal. On the former issue, the role of the participation, the citizens are split, with 48 percent favoring an advisory role which identifies and communicates local educational needs to the school, and 49 percent favoring going even further to take up the additional role of holding the local administration accountable in a sense which,while limited,is similar to that of the overall LAUSD Board.

3. Presentation of Findings

a. Sample Composition

A total of 207 persons attended the 19 work sessions, of which half were white and half were non-white, as follows:

51 were Black
48 were Spanish Surname
5 were Oriental
103 were White

As would be expected, opinion leaders (who were chosen on the basis of both having a vital stake in education and being articulate) had high levels of education and income (the majority had attended college and had incomes over $10,000), while ethnic community residents had relatively low education and income levels (the majority had not attended college and had incomes below $10,000).



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b. Concerns and Priorities

All groups registered a concern over the financing of education. The elements of that universal concern are as follow:

- The amount of funds to operate the schools is inadequate.
- Much of the money is misspent through poor management and by funding the wrong programs.
- The State should undertake to carry the 50 percent share it is supposed to so local property holders would not be so hard hit.
- The property tax is an inequitable means of financing education. Other avenues of revenue should be set up, such as the income tax.
- Allocation of resources should be basically the same, with core city schools having certain extra funds (some feel these should be Federal funds) to take care of their extra problems.
- More autonomy in terms of budget allocation in the local school is needed (i.e., fewer state mandated programs, more discretionary funds).

The level of sophistication on the financial issue ranged from the simple complaint that certain services had been cut back or removed from a particular school to the highly articulate persons who separated the problem into: inadequate levels of funding for selected programs; inappropriate allocations further compounded by specific levies; and the equity question of local versus county-wide or state-wide sources of revenue (i.e., a community with a high proportion of valuable business and industrial property could finance education with a very light levying of tax and even that could be passed on in terms of higher prices to customers, especially in the case of certain industries). But there was a consensus that financial problems are of first priority if education is to be provided, and that this is important regardless of the nature of any reorganization.

The next most universally shared concern is suspicion about the motives of the members of the Joint Committee. This issue was spontaneously raised in all but two of the work sessions. The elements of concern are:

- Many members of the Joint Committee have filed or supported legislative proposals which would split up the district through one means or another; therefore, how can they be listening to any other alternatives? (I.e., don't they have their minds already made up?)

- The State has often mandated various new requirements without "mandating" or supplying the funding necessary to support the new effort; therefore aren't they likely to do it again?

- Does the State have the "right" to mandate change (without consensus of the people) which will affect the children of the LAUSD?

- Is the State truly concerned and commited to education, or is it "playing politics" in instituting organizational change (i.e, organization for organization's sake)?

c. Alternatives Selection

Respondents were universally unhappy at being forced into organizational boxes, feeling none of the alternatives were accurate in describing their attitudes and desires. Also, due either to this problem, or to their mistrust as to the objectiveness of our client, not all respondents filled in questionnaires. By the time they described modifications essential to each alternative, many began to sound the same and two respondents in the same family might be more divergent than two in entirely different families.

Table E-1 on the following page consists of respondents' selections of both the two most acceptable and the two least acceptable alternatives. A quick glance at it will show that no single reorganization alternative has a significant plurality in terms of its being most acceptable. Note, however, that opposition (i.e., "least acceptable") is weakest toward C-2, D-1, and D-2. Table E-2 following it gives an ethnic breakdown, also inconclusive as to consensus.

d. The Organization that Consensus Built

Taking rough consensus from a content analysis of the discussion groups, with additional input from the questionnaires, the LAUSD would look something like the six points enumerated on page E-13.

Table E-1: Alternatives Selection

| Alternative Which Is: | No Change (A-1) | No Change in Organization but Add Funds (A-2) | Divide LAUSD into 20 Completely Independent Districts (B-1) | Divide into 20 Independent Districts but Share Tax Base (B-2) | Decentralize Administrative Functions (C-1) | Decentralize Administration and Add Elected Advisory Boards (C-2) | Decentralize Administration and Add Local Elected School Boards with Specific Policy Making Powers (D-1) | Go to County-wide District with Decentralized Administration and Local Elected School Boards with Specific Policy Making Powers (D-2) | Total |
|---|---|---|---|---|---|---|---|---|---|
| Most acceptable | 7% | 12% | 4% | 6% | 25% | 12% | 14% | 20% | 100% |
| Least acceptable | 26% | 10% | 33% | 15% | 6% | 3% | 3% | 4% | 100% |
| Most likely to assure one's opinion will be heard | 4 | 5 | 13 | 6 | 23 | 18 | 8 | 23 | 100 |
| Most likely to assure a quality education for all children | 3 | 11 | 6 | 3 | 31 | 18 | 6 | 22 | 100 |
| Most likely to allow meeting the recent integration ruling | 14 | 14 | 6 | 6 | 17 | 11 | 3 | 28 | 99 |
| Most likely to assure that teachers and administrators are accountable for their actions and results | 0 | 2 | 16 | 6 | 33 | 15 | 13 | 15 | 100 |
| Most likely to develop positive support from L.A. citizens | 7 | 9 | 4 | 7 | 28 | 17 | 11 | 16 | 99 |
| Most likely to be resisted by L.A. citizens if attempted | 24 | 6 | 39 | 13 | 5 | 0 | 0 | 14 | 101 |

Please note, respondents chose the two most and least acceptable alternatives.

Table E-2: Alternatives Selection, Broken Out by Ethnic and Organizational Level

| MOST ACCEPTABLE | A-1 | A-2 | B-1 | B-2 | C-1 | C-2 | D-1 | D-2 | TOTAL |
|---|---|---|---|---|---|---|---|---|---|
| Blacks | 0% | 0% | 7% | 13% | 20% | 7% | 13% | 40% | 100% |
| Browns | 12% | 23% | 3% | 5% | 17% | 5% | 17% | 17% | 99%* |
| Principals | 0% | 3% | 6% | 3% | 41% | 27% | 9% | 12% | 101%* |
| Others (white, oriental) | 8% | 13% | 4% | 6% | 24% | 11% | 14% | 21% | 101%* |

* error due to rounding

| LEAST ACCEPTABLE | A-1 | A-2 | B-1 | B-2 | C-1 | C-2 | D-1 | D-2 | TOTAL |
|---|---|---|---|---|---|---|---|---|---|
| Blacks | 38% | 0% | 31% | 13% | 13% | 0% | 6% | 0% | 99%* |
| Browns | 17% | 23% | 27% | 10% | 8% | 0% | 8% | 8% | 101%* |
| Principals | 35% | 6% | 38% | 15% | 6% | 0% | 0% | 0% | 100% |
| Others (white, oriental) | 25% | 9% | 33% | 17% | 5% | 5% | 2% | 4% | 100% |

* error due to rounding

** please note, respondents chose the two most and least acceptable alternatives

- State financing and resource allocation on a formula basis.

- Los Angeles Board of Education, elected at large and the same number of members (maybe full time and paid) but unencumbered with the petty grievances which it currently faces.

- Superintendents who oversee a certain number of schools and who are accountable to the Board for those schools (preferably smaller numbers of schools per superintendent than at present). They have hire and fire rights over principals.

- Principals with authority over the hiring and transferring of teachers, as well as a flexible budget with large amounts of discretionary funds. They are accountable to parents for their school's performance and should be influenced as to budget expenditures by parents, although they have final educational authority (the advisability of one educational program over another).

- Teachers who are responsive to children's needs and who are held accountable for their students' performance in the school. Likewise, they have a voice in matters of curriculum.

- Parents who have a means of keeping the schools accountable for the education of their children. It is here, though, that consensus breaks down, for parents are not agreed as to how this can be accomplished: a few think a central district-tied board would be sufficient; a few think the PTA or the presently selected advisory committees are optimum; the majority opt for elected committees, but split somewhat between wanting them to be advisory only (although the principal has to consult) or wanting them to have certain, specified authorities.

For a full and detailed discussion, with tables, see section e, below.

e. Modifications Based on Discussion Sessions

The overriding concern in all work sessions was to improve the quality of education in the classroom. Although some parents felt their children were getting an acceptable quality of education, they were concerned that it be at least maintained if not expanded further for bright students, and many were

concerned with urban core schools. These parents were in the wealthier areas of the Los Angeles Unified School District and were the most sophisticated regarding the financial issues, and the inter-relation of bussing, share of state support and quality of education in their particular school(s). Other parents, most notably the minorities, felt their children were not getting an acceptable quality of education. They exhibited great resentment at both the present organization's inability to deliver better education and the limitation of funding for improving education. Both of these categories of parents saw the situation as calling for educational goal-setting, procedural setups to achieve these goals, and a continual evaluation of the success of the procedures. They also felt that evaluation without accountability and flexibility was meaningless, and this led to decentralization in the sense of allowing the local school to respond to local educational needs more adequately.

Thus there was a clear consensus that decentralization in some form should take place. The language used varied from the simple assertion of "give principals more authority"; to very well reasoned positions on providing principals with lump sum budgets so they could allocate more money for special instructional materials, pay more to those teachers who are specially qualified to teach in the inner-city schools, and bring in more community people as classroom aides as well as providing the mechanism by which principals would have to be responsive to the community. This consensus is seen if alternatives are combined as shown in the following table and is even greater when it is realized that some respondents under A feel the present system capable of performing C itself, without legislative mandate.

Table E-3: Respondent Alternative Selection

| | No Organization Change (A-1 & A-2) | Divide District Into 20 Independent Districts (B-1 & B-2) | Decentralize LAUSD (C-1, C-2 & D-1) | Go to County-wide District with Decentralization (D-2) |
|---|---|---|---|---|
| Most acceptable | 19% | 10% | 51% | 20% |
| Least acceptable | 36% | 48% | 12% | 4% |

Note: Respondents chose the two most and the two least acceptable alternatives.



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There is a majority position on decentralizing, but if the county-wide alternative is added (for there is also a decentralization plan) the majority reaches 71 percent, more nearly reflecting the consensus found in the discussions. Similarly, there is nearly a majority position against dividing the district into 20 independent districts (combining the independent and shared tax alternatives).

Another key point of consensus was the need for additional community involvement. This took two principal forms, one was for the purpose of communicating local needs to the local school, and the other was not only to communicate needs but also to provide a measure of accountability to the local constituents of the school. Participants began with the premise that the present advisory councils would be maintained unless otherwise indicated in the description of the alternative. Thus, the alternatives of no organization change and decentralize the administrative functions can be viewed as favoring the present form of participation, which principally is the defining of local needs. Similarly, the alternative of administrative decentralization plus elected advisory boards can be viewed as maintaining the advisory mode for communicating local needs but where the advisors have some representative mandate from the local community. The remaining alternatives have involved, as a key feature in each, the concept of an elected board to which the local administrator is accountable in some way(s). If we assemble the participants' answers on the basis outlined above, we get the following table:

Table E-4: Form of Community Participation Desired

| | Non-elected Advisory Council to Define Needs | Elected Advisory Board to Define Needs | Elected Local Board to both Define Needs & Provide Local Accountability |
|---|---|---|---|
| Percent of participants | 44% | 12% | 44% |

Please note, respondents were asked to chose the two most acceptable alternatives.

Note that if one focuses only on elected concept as opposed to non-elected, ignoring the question of powers to be exercised by the elected body, 56% are on the elected side of the issue. This is further borne out in the following table, and the preference for powers is clarified:

Table E-5: Respondents' Positions on Community Participation

| Community Participation Should Come Through: | Percent of Respondents Who: Agree Strongly | Agree Somewhat | Don't Care | Disagree Somewhat | Disagree Strongly | Total |
|---|---|---|---|---|---|---|
| An advisory committee consisting of parents elected by the community, and of teachers elected by the teachers | 40 | 28 | 2 | 16 | 14 | 100% |
| An elected community school board to which the principal must answer for selected policies and procedures | 26 | 23 | 2 | 11 | 37 | 99% |

Note that the first answer, an elected advisory committee, reflects an even stronger majority for the elected process than the preceding table which combined persons' preferences for reorganization alternatives. However, on the question of powers of the elected body, the group is almost evenly divided on the second answer where the elected body is given the accountability function. Nineteen percent of the respondents shifted from the "agree" side to the "disagree" side when answering the second statement, as compared to the first. This phenomenon is associated with socio-economic situation: a larger proportion of the middle socio-economic class of parents tends to prefer the advisory role of defining needs while a larger proportion of the upper and lower socio-economic classes tend to add the role of accountability to that of defining needs.

Parents were asked the same question as the teachers regarding participation in decision-making and who should have final authority.

A look at Table E-6 on the following two pages will further amplify the citizens' dilemma. Parental involvement in decisions was only agreed upon in two instances: in the area of discipline and in the substantive area of curriculum. Parents were not given final authority in any decision listed. Teachers had a relatively high degree of participation and final authority on student performance. Principals had the highest participation and the highest decision-making (although the decisions relegated were not substantive). The State Legislature was little involved in participation and was given no final authority. It can quickly be seen that there was little consensus as to where final responsibility for a decision should rest, particularly in substantive and sensitive areas (curriculum, texts, teacher transfer, fund allocation, integration, etc.). Differences between parents and teachers[2] is most marked in the fact that by consensus parents give much greater participation to higher echelons than did teachers, most notably the area superintendents, the district superintendent, and the Board of Education.

There are also sharp splits between socio-economic classes within racial and ethnic groups. The middle class, upward mobile parents are fearful of extending the power of accountability to a local board for fear that the radicals might gain control; threaten their children's upward mobile status by over-emphasizing remedial efforts or adding disproportionate resources or efforts to vocational education; and leaving relatively less resources for college preparatory courses. The upper classes do not have to suffer this fear to the same extent as they have the resources to "buy" their children's college preparatory education privately and also gain the accountability factor through that purchase.

The concept of giving local citizens the right to petition for local election to determine which role the local board should perform was tested in several of the later work sessions. This concept was well received as a way to minimize local conflict on which role should be undertaken.

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[2] The reader is invited to compare this table with the Teacher Survey Table, Appendix D.

Table E-6: Consensus on Decision Participants and Final Decision-Makers[3]

| | Student | Parent | Teacher | Dept Chairman | Principal | Area Supt | District Supt | Board of Education | State Legislature |
|---|---|---|---|---|---|---|---|---|---|
| Evaluating teacher performance | | | | X | X* | X | | | |
| Establishing the courses to be offered in the school | X | X | X | X | X | X | X | X | |
| Setting the teacher salary scale | | | | | | | | X* | |
| The decision to hire a teacher | | | | | X | X | X | | |
| Evaluating student performance | | | X* | | X | | | | |
| Setting the supporting staff salary scale | | | | | | X | X | X* | |
| The decision to transfer a teacher | | | | | X | X | | | |
| Establishing student disciplinary guidelines | X | X | X | | X* | | | X | |
| Allocating funds for school and classroom | | | X | | X | X | X | X | |
| Determining appropriate class texts | | | X | X | X | X | | X | |
| Enforcing student disciplinary guidelines | X | | X | | X* | | | | |

(Continued on next page)



Arthur D Little Inc

Table E-6 - (Continued)

| | Student | Parent | Teacher | Dept Chairman | Principal | Area Supt | District Supt | Board of Education | State Legislature |
|---|---|---|---|---|---|---|---|---|---|
| Establishing number of school days | | | | | | | | X | X |
| Determining laboratory, audio-visual, etc., equipment needs | | | X | X | X | X | | | |
| Setting guidelines for student integration | | | | | | | | X | |
| Determining supply needs | | | X | X | X* | | | | |
| Determining facility needs | | | | | X | X | X | X | |
| Setting class sizes | | | X | | X | X | X | X | |
| Total participations | 3 | 2 | 9 | 5 | 13 | 10 | 6 | 10 | 1 |
| Total decisions | 0 | 0 | 1 | 0 | 4 | 0 | 0 | 2 | 0 |

[3] X = Consensus by a clear plurality of respondents as to who should participate in the decision-making process.

* = Consensus by a clear plurality of respondents as to who should have the final decision-making authority.

### f. Position on Bussing and Neighborhood Schools

Many of the participants held integration as a goal for the LAUSD and viewed it as relatively independent of the reorganization alternatives. A notable exception was the large proportion which felt that the alternative of going to a county-wide district was most likely to meet the recent integration ruling. However, when it came to the direct implications of that ruling, the following tables indicate their priorities in the matter:

Table E-7: Bussing to Integrate the LAUSD Schools

| Percent of Respondents Indicating: | |
|---|---|
| 20% | I am in favor of bussing in both the near term (2-3 years) and the long term. |
| 24% | I am in favor of bussing in the near term (2-3 years) but oppose it as a long term solution. |
| 2% | I do not care much one way or the other. |
| 3% | I am opposed to bussing in the near term (2-3 years) but am in favor of it over the long term. |
| 51% | I am opposed to bussing at any time. |

Table E-8: Preference for Neighborhood Schools

| Percent of Respondents Indicating: | |
|---|---|
| 56% | I am in favor of neighborhood schools. |
| 6% | I am in favor of neighborhood schools as long as the teachers and administrators are also "of the community". |
| 16% | I don't care much one way or the other. |
| 12% | I am opposed to neighborhood schools. |

It is around these issues that the racial and ethnic minorities disagree. The Negro participants were heavily in favor of bussing and a majority were against neighborhood schools (although many did not fill out the questionnaires), while the Spanish surname participants were heavily opposed to bussing and heavily in favor of the neighborhood school concept (although here again many did not fill out the questionnaires). Furthermore, in the work sessions, when it was mentioned that bussing would mean an added two hours a day for the children, a significant number of blacks changed their opinion. However, this is a highly stressful topic for the blacks and they both want and don't want bussing at the same time -- the former because they believe bussing would provide an educational environment for their children which they cannot provide because of social restrictions and economic inability; the latter because they do not like the idea of two additional non-classroom hours a day and the knowledge that the cost of bussing will be a drain on the educational resources of the LAUSD. Particularly, for the Spanish speaking, but also somewhat for the blacks, bussing is threatening in terms of its potential loss of bi-lingual teachers, specific language and cultural programs, as well as texts geared toward minorities.

## B. Principals

### 1. Introduction

One of the discussion groups was of principals in LAUSD, chosen by LAUSD personnel as being 15 of the most dynamic, innovative principals representing elementary, secondary, and adult education schools. Although their responses on the questionnaires were amalgamated with the community discussion groups in section A above, thye will be presented again below (except for the alternatives selection, which can be seen in Table E-2, page E-11).

### 2. Conclusions

- Principals indicated the administrative decentralization (C-1) and administrative decentralization with elected advisory councils (C-2) alternatives were the two most acceptable.

- The alternatives of dividing the district (B-1) and remaining as is (A-1) were rated as least acceptable.

- In discussing decentralization, however, they were concerned that authorities be clearly spelled out; that schools be more flexible in meeting local needs; that "accountability" cannot be instituted under the present system without changing the teacher tenure system, and that the financing question be resolved, in terms of both revenues and allocation.

- Principals, although they showed consensus for an elected advisory committee, were leary of elected sub-boards with specified authorities vis à vis the school system.

3. Presentation of Findings

- Principals were highly concerned with the present level of school finances and the allocation of funds. They felt that there was a great need for more money, but that a state tax might be inappropriate, since taxpayers need to see where their money is being spent. However revenues are collected, their distribution is critical. Most principals favored a system of "unequal distribution", or what they called a "more equitable distribution".

- Principals were also concerned that reorganization, which they favored, must proceed along clearly defined authorities, with a distinct differentiation between "line" and "staff" functions and authorities. Their concern was that if more responsibility is to be placed locally, the staff functions should be made to perform in response to line requirements. This would be especially true if greater community participation is built into reorganization.

- Principals were opposed to bussing. Of the five favoring some form of bussing, two felt it should be voluntary, and two favored bussing only in the short term. Principals could not justify the cost; they did not feel it would improve the educational program (in fact they felt minorities would thus lose the differentiated monies and programs they so desperately need); they felt community and school ties would detrimentally be broken; and they felt forcing bussing was a mistake.

- Twelve of the 15 favored the neighborhood school concept. The three opposed felt that a child should have a choice in the school he attends.

- Principals were not in favor of the present system, but wished for a greater decentralization of authority. They were unwilling to go so far as to split the district, however, and stated the potential for greater costs, greater segregation, unequal education, and fewer opportunities for both pupils and personnel to transfer. Moreover, they were skeptical of the D family of alternatives (although not greatly opposed) due to the concept of elected local boards with substantial authorities vis a vis the principal and area superintendent, and hiring and firing of teachers (although some reacted with favor to the D-2 concept of a county board of education).

- Principals, then, wanted to retain the economies of scale inherent in a large system (and the special schools as well) while maintaining (administrative) local control in each school. Although they stated a preference for decentralization without locally elected advisory committees on the questionnaire (C-1), when asked the proper form of community participation, they chose an elected community advisory council. They were opposed to sub-area boards, fearing an untenable political situation in the election process and control usurped by radicals. They sought increased authorities at the principal level to define and fulfill local needs, including budget flexibility. They were concerned as to how areas might be determined, and that there be standards set applicable to these areas (to avoid wide fluctuation and disciplinary actions, for example), but they were unwilling to accept principal accountability without some modification of teacher tenure (they suggested the need for modifications: merit pay, for example).

- A look at Table E-9 on the following two pages makes an interesting comparison with both teachers and parents.[4] The principals (perhaps) because they were chosen to be akin in outlook and to be forwardlooking) had a far greater consensus on both participation and final decisions.

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[4] See Appendix D, and Appendix E above.

Like the others, they eschew the role of the State Legislature. They follow the parents more closely in their inclusion of the Board and superintendents in the decisions (although principals gave the Board more final authority). As would be expected, they gave principals more participation and more final authority than either of the other groups. They also gave some additional participation to department chairmen, although no final authority. Despite their hesitation concerning elected community councils, they gave parents participation in some key decisions: curriculum, textbook selection, integration, and facility needs.

C. Board Members

During the phase in which the various alternatives were discussed with community opinion leaders, individual interviews were conducted with all LAUSD board members. A summary of their positions on the alternatives follows.

While there is agreement by the majority that change is needed, there was little agreement as to which alternative among the eight would be preferable (although a majority had voted to accept the administrations proposal which, while most closely resembling C-1 in its rhetoric, was in its effect little or no change). One was for strengthening the existing organization; two preferred administrative decentralization; two preferred administrative decentralization with elected advisory councils; one preferred going to the county-wide alternative with sub-district boards; and one refused to comment a preference to any alternative.

In terms of what they felt they could live with or accept, if it became necessary to do so, two thought they could accept administrative decentralization; and four thought they could accept reorganization with sub-district boards.

Again, it was evident that there is no incentive for effective self-correction. This is not only true in terms of their preferences as expressed, but is borne out in their acceptance of the administration's proposal for administrative decentralization.

Table E-9: Consensus as to Participation and Final Decision-Making[5]

| | Student | Parent | Teacher | Department Chairman | Principal | Area Superintendent | District Superintendent | Board of Education | State Legislatur |
|---|---|---|---|---|---|---|---|---|---|
| Evaluating teacher performance | | | X | X | X* | | | | |
| Establishing the courses to be offered in the school | X | X | X | X | X* | X | X | X | |
| Setting the teacher salary scale | | | X | | | | X | X* | |
| The decision to hire a teacher | | | | X | X* | | | | |
| Evaluating student performance | | | X* | | X | | | | |
| Setting the supporting staff salary scale | | | | | X | | X | X* | |
| The decision to transfer a teacher | | | | X | X* | X | | | |
| Establishing student disciplinary guidelines | X | X | X | X | X* | X | | X | |
| Allocating funds for the school and classroom | | | X | X | X* | X | X | X | |
| Determining appropriate class texts | | X | X | X | X | X* | X | X | |

Table E-9 - (Continued)

| | Student | Parent | Teacher | Department Chairman | Principal | Area Superintendent | District Superintendent | Board of Education | State Legislature |
|---|---|---|---|---|---|---|---|---|---|
| Enforcing student disciplinary guidelines | X | X | X | | X* | X | | | |
| Establishing the number of school days | | | | | X | X | X | X* | |
| Determining laboratory, audio-visual, etc. equipment needs | | | X | X | X* | | | | |
| Setting guidelines for integration | | X | X | | X | X | X | X* | X |
| Determining supply needs | | | X | X | X* | | | | |
| Determining facility needs | | X | X | X | X* | | | | |
| Setting class sizes | | | X | X | X | X | X | X* | |
| Total number of areas of participation | 3 | 6 | 13 | 11 | 16 | 9 | 8 | 9 | 1 |
| Total number of areas of final decision-making | - | - | 1 | - | 10 | - | - | 5 | - |

* Areas of consensus on half or more respondents as to the final decision-maker.
X Areas of consensus of half or more respondents as to participants in the decision-making process.

Exhibit E-1

Sample of the Letter Sent to the Participants

ARTHUR D. LITTLE, INC.
Cambridge, Massachusetts

March 20, 1970

Dear Citizen:

Thank you for agreeing to come to the community discussion session on "Reorganizing Public Schools for Better Education."

As mentioned over the telephone, Arthur D. Little, Inc., is working for the California State Legislature's Joint Committee for the Reorganization of Large Urban Unified School Districts. The task is to formulate and evaluate alternative ways for reorganizing the public schools in large cities so a more effective education can be provided to children. To make the session more productive, we have enclosed with this letter:

1. A brief description of some possible alternatives and some questions about each, and

2. A one-page questionnaire about you and your family.

Please take some time to fill out the two enclosures and bring them with you to the session. Your comments should reflect your personal opinion as a citizen, and your answers are for our study team only. Your individual comments and answers will not be shown to anyone or identified with you to anyone outside our study team. Any presentation of this information to persons outside our study team will be by combining your comments with others attending this and other similar sessions so that your individual comments will not be disclosed.

Again, thank you, and we look forward to meeting you at the session.

Yours very truly,

Charles C. Halbower

Charles C. Halbower
Project Director

Exhibit E-2

Description of Alternatives as Mailed to Participants

## REORGANIZATION OF THE LOS ANGELES CITY UNIFIED SCHOOL DISTRICT (LACUSD)

Our work sessions will be focused on ways of reorganizing the LACUSD to meet more effectively the needs of students and schools as you define those needs. There are many ways of reorganizing school districts and systems. Therefore, we need to examine the relative usefulness and the advantages and disadvantages of a few general forms of reorganization, plus some of the options which could be implemented within each general form of reorganization. In order to keep our labels clear, let's call each general form of reorganization a "family," within which there are several reorganization options or "alternatives."

There are probably four such families of alternatives which could be considered.

A. Buttress and extend the present organization (form) of the LACUSD.

B. Divide the LACUSD into approximately 20 smaller districts.

C. Decentralize selected administrative functions.

D. Decentralize specific policy decisions (and administrative functions) to elected boards at subdistrict levels.

The following four sections briefly describe each of these four families and suggest two possible reorganization alternatives within each family.

### A. Buttress and extend the present organization (form) of the LACUSD.

People who favor this family of reorganization alternatives would be signifying that there is no need for change in the District's governing system, or in its size, administrative structure, tax base, internal relationships, or relationships with the community. In fact, one alternative in this family would be:

1. For the LACUSD to stay the same.

Those who would elect this alternative might be saying, in effect, "District organization is OK; all it needs is more understanding and better support." Thus, changes would be limited mainly to communicating more effectively with various important "publics" about its developments, achievements, and needs.

2. For the LACUSD to reorganize in the sense of improving its programs and operations by adding resources and/or upgrading its management skills.

Those who would elect this alternative might feel that the District's needs are for items such as:

- special efforts to improve curriculum and instruction
- more and better talent and resource persons
- increased staff of supervisors
- better training programs and more time for staff to participate in them
- improved administrative procedures
- increased capabilities for testing, evaluation and research
- additional supportive services (maintenance, supplies, custodial, clerical)

However, in spite of the usefulness of such operational improvements and additional resources, the basic rationale for this alternative is that the LACUSD does not require major reorganization.

B. Divide the LACUSD into approximately 20 districts.

This family of alternatives is based on the assumptions that presently (a) the LACUSD is too big for the school system to be properly efficient and effective; (b) the Board and central office staff are "too far away" from the schools to be appropriately responsive to local needs; and (c) that the Board, elected at large, cannot adequately represent widely different constituencies. Arguments for such reorganization suggest that a district with an enrollment of about 35,000 students is more "manageable" than a district nearly 20 times that size. This reorganization would eliminate the whole policy making and administrative structure of the LACUSD school system. It would raise issues regarding bonded indebtedness, tenure, teacher retirement fund vestments, possible duplication of top level administrative questions, and relative cost/effectiveness.

There are at least two major reorganization alternatives in this family:

1. Make each of the approximately 20 new districts completely autonomous and independent.

This means that each of the new smaller districts would have its own elected school board which would appoint its administrators, employ its teachers and support personnel, and take over all responsibilities for personnel administration (hiring, firing, negotiations, salary administration, etc.). Each would be responsible for its own curriculum and instructional programs, business management, budgeting, school construction, and so on. Each district would have its own geographically defined tax base and would finance and manage its school system as do other California unified school districts. Programs would be offered that the board and administration determined were appropriate for the students and that the citizens were willing to vote taxes to pay for. However, since the size of the property tax base in each of the 20 new districts would vary considerably, some districts would have to tax their property owners more than other districts in order to provide equal levels of expenditures per pupil.

2. Make each of the approximately 20 new districts autonomous and independent except that they all would continue to be a part of the same tax base.

This alternative (and the arguments for and against it) is the same as #1 with the exception that problems of property tax base variation among districts could be avoided. This alternative would require that criteria (and measurements based on those criteria) be established as a basis for allocating revenues from the total tax base back to each new district. This means that formulae based on student need, or numbers of students achieving below certain norms, etc., could be used not only for allocating available funds but also for monitoring school system achievement to certain standards. The actual allocation of revenues from the total tax base could be made by (a) an office or agency remaining from the fiscal department of the LACUSD, (b) the Office of the County Superintendent of Schools operating under policies of the County Board of Education, or (c) the State Department of Education.

C. Decentralize selected administrative functions.

This family of reorganization alternatives addresses the same problems and criticisms of the LACUSD addressed by Family B. However, these two alternatives are based on the additional rationale that there are certain functions which are most cost/effective when performed by a central office of a large school system:

- large scale teacher recruitment
- bulk or large order purchases (texts, supplies, equipment, etc.)
- accounting
- data processing
- special schools
- development and uniform application of evaluation instruments and a management information system

There are at least two reorganization alternatives within this family:

1. Move most supporting services and administrative planning and decision-making closer to the schools.

This could mean delegating more functions and responsibility to Area Assistant Superintendents over the areas they now administer; or, doing the same but decreasing the size of the areas now administered and increasing the number of such areas and Area Assistant Superintendents. It could also mean setting up even smaller attendance areas (senior high schools plus their "feeder" junior high and elementary schools) as the basic area administrative unit. It should also mean delegating more responsibility and decision-making prerogatives to principals at the local school level—including the provision of discretionary funds.

Decentralized and delegated functions would include curriculum development, instructional improvement, inservice training, determination of appropriate staffing patterns, limited purchasing authority, and so on. This could include the addition of a master teacher concept at the school level with curriculum development taking place at both the school and the local area superintendent levels.

If this alternative is to avoid simply adding layers of costs to the present system, it will also require giving the area superintendent considerably greater responsibility and power to determine and interpret policy in his area (e.g., pupil teacher ratio; lump-sum budgets with differentiated staffing, etc.). It would also require that the principal have greater responsibility and power in determining and interpreting the school's policy (e.g., removal of ineffective teachers; and the encouragement of changes in the classroom which would have an effect on students' learning).

2. Decentralize representative functions.

A second alternative form of decentralization would, in addition to decentralizing supporting services and administrative functions, also decentralize the representative functions by providing for locally elected advisory councils. These councils would operate in the same manner as the present advisory councils, but the members would be elected rather than appointed. Specifically, the councils would provide advice and counsel to school principals and staff regarding community response to school programs, staff performance, and student attitudes and performance. They also would represent the school to the community and reflect community attitudes and needs to the schools.

D. Combinations of Alternatives.

Two additional alternatives can be formed using combinations of the preceding alternatives. Both begin with the assumption that the present school system is too big and too centralized. However, they also add a new assumption that advisory councils are not effective because they do not have specifically designated legal powers or authorities to exercise. These combinations add the feature of locally elected boards of education with specified but somewhat limited powers applying only to schools and administrators in the defined local area or subdistrict.

1. The first combines the independent district alternative (B.2) with decentralization (C.2) on a county-wide basis.

However, it also removes the present Central Administration and Board, substituting the County Board and Administration in its place. Under this arrangement, the tax base would be County-wide and such cities as Beverly Hills and Compton would be included as part of the overall County district. The functions lodged at the local or subdistrict board level would be all those not reserved for the County. Specifically: hiring and firing of administrators and teachers would reside at the local level; similarly,

the use of school funds; the maintenance and repair activities; hiring of teaching specialists; curriculum development; and the like. At the County level would reside such items as construction, bidding and contracts, the allocation of funds to subdistricts, and collective bargaining activities for teachers and tradesmen.

This alternative says, in effect, that there are significant educational benefits to be derived from smaller, relatively independent subdistricts with their boards possessing specified but limited powers and authorities; and there are important economies to be gained by retaining certain centralized activities.

2. Another combination is very similar to that of D.1 above except that in this alternative the LACUSD Board and selected administrative functions would be retained.

This alternative is different from the last in that the LACUSD Board and Administration would not be removed, but its present activities would be substantially reduced and delegated to the local subdistrict boards and administrations. The local boards would be elected and the Central Board and Administration would take the same types of authorities as those proposed for the County board in the preceding alternative. In contrast with the present system, this alternative would require:

- Careful definition of the items for which the local superintendent is to be responsible to the local board and those for which he is to be responsible to the Central Administration.
- The local board be allowed to select the local superintendent and fire him under certain conditions.
- Modifications of the tenure policies (and laws?) so that any teachers released by local boards would have somewhere to go prior to being hired by another local board or, after some time limit, being released from his or her contract with the school system. This would allow the local board and administration to hire and fire personnel for the local area.

Exhibit E-3

Alternatives Questionnaire Mailed to Participants

## YOUR EVALUATION OF THE ALTERNATIVES

Below are some questions about the possible reorganization alternatives. Please fill in your answers and bring them to the community discussion session on "Reorganizing Public Schools for Better Education."

1. Which two alternatives do you find <u>most</u> acceptable to you as a citizen of the present Los Angeles Unified School District? (Please indicate with the letter and number indicating your choice. For example, if you found the combination alternative which replaced the city Board with the County Board to be one of the two most acceptable to you, you would indicate it with a D-1.)

   1) _____

   2) _____

   What are your reasons for indicating these two are most acceptable?

   _____

   _____

   _____

   _____

   _____

2. Which two alternatives do you find <u>least</u> acceptable to you as a citizen of the present Los Angeles Unified School District? (Again, please use the letter and number indicating your choices.)

   1) _____

   2) _____

   What are your reasons for indicating these two are not acceptable?

   _____

   _____

   _____

   _____

   _____

Exhibit E-3 - (Continued)

3. Listed across the page are the possible reorganization alternatives. Down the left hand side of the page are questions. Please answer the questions by checking the space under the alternative you think best meets your personal opinion. (Please check only one in each question.)

| In your opinion, which alternative | A-1 | A-2 | B-1 | B-2 | C-1 | C-2 | D-1 | D-2 | None of the Alternatives |
|---|---|---|---|---|---|---|---|---|---|
| a) will most likely assure that your opinion about school problems will be heard? | — | — | — | — | — | — | — | — | — |
| b) will most likely assure a quality education for all children? | — | — | — | — | — | — | — | — | — |
| c) will most likely allow the meeting of the recent integration ruling? | — | — | — | — | — | — | — | — | — |
| d) will most likely assure that teachers and administrators are accountable for their actions and results? | — | — | — | — | — | — | — | — | — |
| e) will most likely develop a positive support from Los Angeles citizens? | — | — | — | — | — | — | — | — | — |
| f) will most likely be resisted by Los Angeles citizens if it is attempted? | — | — | — | — | — | — | — | — | — |

4. Can you think of an alternative which you feel is even better than any of those being considered?

yes _____ no _____

If yes:

4a. Please describe the alternative you have in mind: _____

_____

_____

_____

_____

_____

_____

_____

4b. Why do you think the alternative you have just described is better? _____

_____

_____

_____

_____

_____

Exhibit E-4

Sample of the Questionnaire Given Community Discussion Group Participants

1. Please print your name and address:

   Name _____

   Street _____

   City _____

2. Do you own or rent your home?

   Own _____ Rent _____

3. How many children do you have? _____

   What are the approximate ages of each? ___ ___ ___ ___ ___ ___

4. What is your educational background? (Check the highest level achieved)

   ____ Elementary school
   ____ Some high school
   ____ Completed high school
   ____ Technical, vocational college (nursing; engineering, etc.)
   ____ Some college or completed junior college
   ____ Completed college
   ____ Attended/completed graduate school
   ____ Other (specify)

5. Please indicate your total family income last year (before taxes) by checking the appropriate line.

   ____ Under $5,000
   ____ $5,000 - $6,999
   ____ $7,000 - $9,999
   ____ $10,000 - $14,999
   ____ $15,000 - $19,999
   ____ $20,000 or more

6. Please give the occupation of the head of your household _____

   _____

Exhibit E-4 - (Continued)

7. Listed below is a series of decisions that have to be made in any school system. However, people differ as to who should have a vote in the decision and who should have the final decision-making authority. Please place an X under the person or persons you think should have a vote in each decision listed below.

| | Stud. | Par. | Teacher | Dept. Chair. | Prin. | Area Supt. | Dist. Supt. | Bd. of Educa. | State Legis. | Other (specify) | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Evaluating teacher performance | — | — | — | — | — | — | — | — | — | — | — |
| Establishing the courses to be offered in the school | — | — | — | — | — | — | — | — | — | — | — |
| Setting the teacher salary scale | — | — | — | — | — | — | — | — | — | — | — |
| The decision to hire a teacher | — | — | — | — | — | — | — | — | — | — | — |
| Evaluating student performance | — | — | — | — | — | — | — | — | — | — | — |
| Setting the supporting staff salary scale | — | — | — | — | — | — | — | — | — | — | — |
| The decision to transfer a teacher | — | — | — | — | — | — | — | — | — | — | — |
| Establishing student disciplinary guidelines | — | — | — | — | — | — | — | — | — | — | — |
| Allocating funds for the school and classroom | — | — | — | — | — | — | — | — | — | — | — |

(continued on next page)

Exhibit E-4 - (Continued)

| | Stud. | Par. | Teacher | Dept. Chair. | Prin. | Area Supt. | Dist. Supt. | Bd. of Educa. | State Legis. | Other (specify) |
|---|---|---|---|---|---|---|---|---|---|---|
| Determining appropriate class texts | — | — | — | — | — | — | — | — | — | — |
| Enforcing student disciplinary guidelines | — | — | — | — | — | — | — | — | — | — |
| Establishing the number of school days | — | — | — | — | — | — | — | — | — | — |
| Determining laboratory, audiovisual, etc., equipment needs | — | — | — | — | — | — | — | — | — | — |
| Setting guidelines for student integration | — | — | — | — | — | — | — | — | — | — |
| Determining supply needs | — | — | — | — | — | — | — | — | — | — |
| Determining facility needs | — | — | — | — | — | — | — | — | — | — |
| Setting class sizes | — | — | — | — | — | — | — | — | — | — |

8. Now go back to Question 7 and circle, for each type of decision, the single individual who should have the final decision-making authority.

9. Considering the amount of money allocated to your child's school, indicate the extent of agreement or disagreement with each of the following statements, by placing an X on the appropriate line.

| Community participation should come through: | Agree Strongly | Agree Somewhat | Don't Care | Disagree Somewhat | Disagree Strongly |
|---|---|---|---|---|---|
| a. the PTA | ___ | ___ | ___ | ___ | ___ |
| b. an Advisory Committee of parents selected by the principal | ___ | ___ | ___ | ___ | ___ |
| c. an Advisory Committee consisting of parents elected by the community, and of teachers elected by the teachers | ___ | ___ | ___ | ___ | ___ |
| d. an elected community school board to which the principal must answer for selected policies and procedures | ___ | ___ | ___ | ___ | ___ |

10. Both the Supreme Court and Judge Gitelson have handed down decisions about integrating schools. What is your opinion about using buses to integrate schools in Los Angeles? (Check one only.)

____ I am in favor of bussing both in the near term (2-3 years) and the long term.

____ I am in favor of bussing in the near term (2-3 years) but oppose it as a long term solution.

____ I do not care much one way or the other.

____ I am opposed to bussing in the near term (2-3 years) but am in favor of it over the long term.

____ I am opposed to bussing at any time.

11. Why do you say that? _____

_____

_____

_____

12. A lot of attention has been focussed on the concept of the neighborhood school--a school to which children go only if they live in the local community which it serves. What is your opinion about the neighborhood school?

____ I am in favor of it.

____ I am in favor of it as long as the teachers and administrators are also "of the community."

____ I don't care much one way or the other.

____ I am opposed to it.

13. The following is a list of possible problems with the Los Angeles Unified District Schools. Please indicate those which you think are problems by placing a check in the space provided.

Teachers and Teacher Aides

____ Teachers are paid too much

____ Teachers are not paid enough

____ There are not enough teachers

____ Teachers are not responsive to children's needs

____ Teachers are not adequately trained

____ A good teacher doesn't stay long enough in one school

____ You can't get rid of poor teachers

____ Teachers are not interested in teaching children

____ There aren't enough teacher aides

____ Other (please specify)_____

**Administration**

____ Principals have too much power

____ Principals have too little power

____ Principals are not held accountable for their schools' educational achievements

____ Area Superintendents are not aware of individual school problems

____ Area Superintendents do not exercise enough supervision and control over the schools in their area

____ Area Superintendents exercise too much supervision and control over the schools in their area

____ What goes on downtown is not relevant to the local problems

____ The Los Angeles School Board is overly involved with local problems

____ The Los Angeles School Board is not involved enough with local problems

____ Principals do not spend enough time planning the schools' educational goals

____ The Los Angeles School Board does not spend enough time planning the schools' educational goals

____ It is virtually impossible for a parent to be heard by the principal

____ It is virtually impossible for a parent to be heard by the School Board

____ It is almost impossible to get rid of a poor principal

____ Principals are unaware of the educational needs of the children attending their schools

____ Other (please specify) _____

**Finances**

____ Not enough money is being spent on education

____ Too much money is being spent on education

____ The allotment of funds to schools is inequitable--the suburbs get more money

____ The allotment of funds to schools is inequitable--the inner city schools get more money

____ Much of the money spent on education is misspent--the focus is on the wrong programs

____ Other (please specify) 145

APPENDIX F

## SUMMARY OF PUBLIC HEARINGS

### A. Community Hearings

#### 1. Background and Approach

In January and February, 1970, five hearings were held at the following schools: Thomas Jefferson High School, Dodson Junior High School, David Wark Griffith Junior High School, Daniel Webster Junior High School, Sepulveda Junior High School. Members of the Joint Committee attended the chaired the meetings, representatives from the counsellors and from Arthur D. Little, Inc., attended. These meetings (and the questions asked -- listed below) were publicized through the press, through legislators, counsellors, and Arthur D. Little staff members, as well as through the school system.

Those wishing to speak at the hearings were asked to address themselves to the following questions:

- How would you evaluate the educational achievement of the school your child attends?
- How responsive is your child's school to his needs?
- What, if any, are the barriers to quality education in your school?
- What problems have you encountered in trying to work with or relate to the school your child attends?
- How do you go about solving these problems (whom do you see and for what kinds of problems)?
- What do you think about reducing the property tax and increasing the sales and income taxes to support education?
- Would you be willing to pay an increased tax if you knew that the money would only be used for the schools in your community?
- What is your opinion of an 11-month school year, instead of nine, for junior and senior high schools, with the aim of having students ready for graduation at an earlier age?
- What is your opinion about the use of non-certificated local community people as teachers aides in the classroom?

Although it was not specifically asked, the majority of respondents made some assumptions, based on their perceptions of the Joint Committee, and responded to the issue of splitting up the district.

These hearings were open and public and recorded. The testimony from each hearing was content-analyzed and a summary is given below.

The number of people responding to a given question gives some indication as to priority issues, as will also be seen below.

2. Summary

- There is a pervasive unhappiness with the quality of education in the schools in LAUSD.

- Problems relating to the LAUSD organization and an assorted shortage of financial resources are seen by the witnesses as contributing to the poor quality of education. For the minority groups, the middle class values and attitudes of teachers' colleges, LAUSD school administrators and teachers are also seen as contributing to poor quality of education for minority children.

- One of the problems is that parents have no real evaluative tools for assessing the education received in the schools. They can subjectively judge their child's progress, or they can look at the paucity of "objective" measurements. Not until the experience is concluded, however, are they sure of the value of the education achieved.

- Many parents find the schools reacting negatively toward their involvement, but also feel the need to make schools more responsive to their children's needs. This feeling was stronger among minorities than among middle class whites.

- Current ways of being effective vary from one area to another; middle class whites appear to have few problems being heard; many blacks feel they have had to resort to confrontation to have any impact.

- Community aides were favored, particularly in minority areas, where the communication gap appeared most pronounced. Some differences in viewing the function and role of such aides occurred, however.

- Although some felt the only answer was drastic change -- splitting up the district -- most were unwilling to go that far. This appears to be a function of how effective the present system is for each group.

- There is a felt need for fiscal reform, although respondents varied tremendously as to what was needed. Few appeared, at this time, willing to pay out additional tax monies.

3. Responses, by Question

a. How would you evaluate the educational achievement of the school your child attends?

- The following responded: 25 parents; 22 representatives of various community organizations; four teachers (one representing ACTLA); one college student; and one employee union representative.

- Few respondents gave indications of the measures for evaluation. Most frequently mentioned (ten respondents) was reading scores (the measure) or the inability of children to read (the everyday results). One respondent mentioned the dropout rate; one mentioned the racial and ethnic survey figures; one mentioned less universally measured evaluations (which many parents would have difficulty judging on their own): a child's interest, enthusiasm and curiosity; the quality and quantity of work and books brought home; the number of curriculum courses involving studies of the community, the equipment and devices available for learning; the library materials; and the methods and theories used in teaching. One respondent felt that at present the achievement can't be measured. One respondent saw the evaluation in terms of ultimate results: whether or not the students could get jobs.

- While few gave answers relating to measures, they did have evaluations on an individual or school basis. Of 53 responding to this question, 13 (about 25 percent) claimed complete satisfaction with the educational achievement of their schools.

- Another 13 (about 25 percent), gave qualified answers, many indicating that although the schools were coping with good academic and motivated students, they were ill-equipped to handle those students not fitting the category. Many mentioned the stigma attached to those not as academically bright and the lower self-esteem and expectations accompanying it. Others showed concern over financially imposed obstructions to educational achievement (see under question c) indicating teachers to be willing, but hamstrung.

- The remaining 50 percent were totally dissatisfied with the educational achievement of the schools. Money, although frequently mentioned, was not the only problem. Many felt that the size and organizational inflexibility (inability to differentiate according to need) were key problems.

b. How responsive is your child's school to his needs?

- Although many witnesses responded indirectly, through other questions, persons specifically responding to the question were as follow: 13 parents; seven community organization representatives; one teacher; one college student.

- Nine respondents (about 40 percent) felt their schools to be responsive to their needs. These respondents were primarily white respondents from outlying areas. Four respondents (18 percent) felt that although schools were responsive to certain people (white, middle class, academic students), they were not for others. The other 42 percent felt very strongly that the schools were not responsive. These respondents were primarily blacks and browns in the core city areas. Some of their complaints centered around the teaching staff and administration being culturally alienated from them, the spirit of inflexible traditionalism found in the schools, and the lack of differentiation as to local needs.

c. What, if any, are the barriers to quality education in your school?

- Respondents to this question were: 31 parents; 20 community organization representatives; seven teachers (two of them ACTLA representatives); two students (one college); two principals.

- Only three respondents (around five percent) felt there were no barriers to quality education. Two (around three percent) gave qualified responses, indicating dependence on the type of teacher (in one instance), or the type of students. The other 92 percent felt that there were barriers to the quality of education. By far the greatest complaint centered around teachers, their inadequate training (in new reading and math programs, for example), insensitivity to the needs of children, and (from minorities) their inability to understand and teach to children of a different culture. Next most frequently mentioned is the need for more financial support (and, for some, the need for better management and allocation of financial resources). General complaints about the bureaucratic nature of the present organization follow. In fact, if this category were combined with comments concerning the need to involve parents and community, the need to facilitate communication, and the need to differentiate school programs, it would be the largest category of responses. Class size was disturbing to many respondents. Racism was a frequent charge among minorities. Outmoded texts and curricula, lack of planning, automatic passing of students to the next grade, poor facilities, inadequate counselling, corporal punishment, the use of police in inner-city schools, attention to trivia such as dress codes, the lack of accountability were all mentioned two or more times.

d. What problems have you encountered in trying to work with or relate to the school your child attends?

- Much of this question is implicit in responses to the previous question. Nineteen parents; eight community representatives; one teacher; one (college) student; and one principal responded.

- Ten respondents (or one-third) indicated they had no problems and they went through "the proper channels". They were primarily white parents, living in the outlying areas. The other two-thirds dealt at great length on the frustrations of trying to communicate their wishes and desires to the schools. There was considerable feeling, on the parts of whites and blacks alike, that the schools do not wish the parents to become involved. The difference arises, however, in the feeling of whites that if they join with others, they will be heard; while the minorities feel they are not heard, even in groups, but are treated as rabble-rousers.

e. How do you go about solving these problems (whom do you see and for what kinds of problems)?

- As mentioned in d, above, the most frequent solution appears to be to work through the appropriate channels. The next most frequently described process was to organize coalitions of support. (Many indicated in their response to this and other questions they have stopped working through channels alone -- particularly the minorities.) Few, however, specifically addressed this question (four parents; six community representatives; one (college) student; and one teacher).

- Responses to this specific question varied. Two went through "regular" channels in the establishment; three felt that there was no way at present (two used confrontation tactics); two felt that by banding into groups they could do so; one felt only a negative vote on the bond issues was available; the others felt there was a need for organizational change (through community control of smaller independent districts).

f. What do you think about reducing the property tax and increasing the sales and income taxes to support education?

- Twenty-six parents and 11 community organization representatives responded.

- Responses were mixed and were not clearly split along geographic or racial and ethnic lines. Only three respondents (about eight percent) did not see the need for reforms in the way the money was either collected or allocated.

- The remaining respondents (34 or over 90 percent) did see a need for financial reforms. Generally speaking, the lower income groups opposed the sales tax (which the upper income groups sanctioned); the middle income groups opposed the property tax; and the upper income groups opposed the income tax. Multiple choices were given. The income tax was most favored followed by the sales tax. Corporation taxes were third most mentioned. Luxury taxes (liquor, cigarettes, amusements) followed. Mention was made of the state paying 50 percent and of having the authority to collect and distribute locally a school tax. Four respondents were concerned solely with the more efficient management of available resources.

g. Would you be willing to pay an increased tax if you knew that the money would only be used for the schools in your community?

- Fifteen parents; six community organization representatives; and one teacher responded.

- Five of the 22 gave unqualified positive responses to this question. There appeared to be no clear racial and ethnic or geographic split on this issue. Eight respondents gave a qualified positive response (if not a property tax, if for all children, if spent wisely, if spent on special education, etc.). Of the negative responses, made were concerned at the prospect of increased property taxes and others felt that finances were adequate but needed better management.

h. What is your opinion of an 11-month school year, instead of nine, for junior and senior high schools, with the aim of having students ready for graduation at an earlier age?

- Fifteen parents; eight community organization representatives; three teachers (two representatives of ACTLA); and one principal responded.

- None of the 27 respondents totally favored the concept, although two favored it providing the quality of education was maintained.

- Sixteen felt that programs, on a voluntary basis, should be offered students during the summer, to improve the breadth and depth of their learning. But they felt students would be too young if they graduated earlier than at present.

- Others were unalterably opposed to the concept. Students would graduate from school while they were too young to work, too immature for college, and too undecided about their future.

i. What is your opinion about the use of non-certificated local community people as teachers aides in the classroom?

- Twenty parents; 13 community organization representatives; and two teachers (one a representative from ACTLA).

- Three of the 35 respondents (about nine percent) were unequivocally opposed; four (about 11 percent) felt they were all right as long as they performed clerical tasks, or were only involved in the kindergarten and primary grades.

- The rest (28 respondents) favored the proposal, seeing a chance for greater understanding and communication. Some felt teachers needed training in how to use aides; others felt the aides would need some training; and still others felt the need for clear-cut roles so aides do not end up as a second custodial service.

j. Although not specifically asked, many respondents spoke to the issue of splitting up the district and the role of parents in their schools.

- Thirty-two parents; 19 community organization representatives; seven teachers (three were representatives of ACTLA); one (college) student; four representatives from various school employee unions; two LAUSD personnel; and one principal responded.

- Thirty-eight (58 percent) were opposed to splitting up the district. Although racially and geographically mixed, whites predominated. Oppositions centered around: economies of scale in certain services being centralized; greater costs incurred in duplication of services; the problem of obtaining meaningful integration; the fears of unequal educational opportunities; the inability of some areas to support themselves; the more limited advancement and transfer opportunities for personnel; tenure and retirement fund fears; and the fact that size is unimportant and irrelevant.

- One respondent would favor the split only if a decentralizing of central functions would not work.

- The others (primarily blacks and browns) favored splitting up the district as long as communities stayed intact. They felt that community control would make the schools more responsive to the needs of the students, more flexible in meeting needs, would encourage accountability, and would rid the schools of administrative fat.

- Even many of those opposed to splitting up the district felt the need of a greater decentralization of functions to the area level. Some even desired more community sanctions and accountability. Nine specifically stated the wish to have more decentralized functions; six mentioned the desire for local control; and two each mentioned "parental involvement" and "accountability".

## B. LAUSD Hearings

### 1. Background and Approach

Part of one of the hearings was devoted to statements made by representatives from the central LAUSD administration and the Board of Education.

The questions to which they responded and their responses are given below.

### 2. Responses to the Questions Posed

a. What are the important problems which decentralized administrative functions and services would ameliorate?

- More community involvement would result.
- Accountability would be more easily achieved.
- Communication would be facilitated.
- The central board of education and administrative staff would be freed for planning.

Problems which would not be ameliorated are:

- The cost of administering the district.
- The efficient allocation of funds.
- The tax burdens on citizens.
- Segregation.
- Political pressures from local sources.

b. What administrative functions and services could be decentralized (moved closer to the schools)? To what level? And in ameliorating what problems?

- Program planning: locally, with approval and technical assistance at the area level.
- Budget planning: locally, with control at area and central levels.
- Responsibility for staff development: locally, with coordination and support from area and central levels.

- Selection, examination, and assignment of certificated and classified personnel at area level.

- Maintenance and operation: already at area level.

- Child welfare and attendance: already at area level.

c. Which of these decentralized moves could be effective at no, or at minimal, additional cost?

- Least costly is involvement of the community. Even it increases the load of both principals and teachers.

- All others will be more costly.

d. Would it be advantageous to a district to increase its tax base, if, at at the same time, it expanded its geographic area and increased the heterogeneity of the student population? Why?

- In some areas this would be extremely beneficial, as racial mix would be more easily achieved. (there are white areas not in the district which are close to present heavily-minority areas).

- In one area the problem would be compounded: it would bring in more non-whites.

e. Is it possible that the board of education of a large unified school district could sensitively reallocate the proportion of total available resources to individual schools based on criteria of need?

- LAUSD has already done allocating based on need in terms of extra funds and services to core city schools.

- Some of the information needed to do so efficiently and effectively are: clear priorities along which funds should be allocated, a statement of objectives for schools to follow, and a program planning budgeting system.

- Constraints which would have to be removed are: having to appeal to voters for money (other public services do not); inflexible pupil teacher ratios; local staffing patterns; union restrictions.

f. If a principal is chartered to make significant improvements in the educational performance of his school, what are the kinds of changes he should be permitted to make in effecting such improvement? What constraints (legal, regulatory or other) should be removed in order to facilitate such improvements?

- Given principal accountability, he should have the following authorities: flexibility in budget allocation, staffing, purchasing, and school plant; the ability to contract directly for educational and supporting procedures; and authority over new courses and organization plans (reviewed at the area level).

- He should be charged with involving both his staff and the community in his decision-making.

- He should be given proper staff assistants to accomplish this.

g. When considering possible decentralization of administrative services, what functions and services should remain at the district level for cost benefit reasons?

- Superintendent's office.

- Planning and Research.

- Security - Civil Defense.

- Legal advisement.

- Legislation.

- Public information.

- Mail.

- Staff Development (Coordination).

- Certain business services: general purchasing and accounting, controlling, payroll, data processing.

- Certain instructional services: adult education, coordination of instructional material and resources, child welfare, coordination of health programs.

- Certain personnel functions: recruitment, negotiations, central files, transfers.

h. In large unified school districts, should school board members be elected to represent a geographically defined constituency rather than by the at-large election process?

- Board members should be elected at-large.

- Geographically elected board members would give rise to parochial representation and the trading of political favors.

i. If school board members are elected at-large in a large unified district, what steps should be taken to insure appropriate representation of the various segments of the community which may not be well represented? How can it be determined that these segments are not well represented?

- Advisory committees allow for geographic representation. No authority is delegated to these committees.

- Commissions should be set up for minority representation along with set criteria for these commissions (i.e., Mexican American and Black Commissions). No authority is delegated to these commissions.

APPENDIX G

## ANALYSIS OF INSTRUCTIONAL RESOURCE ALLOCATION IN A STRATIFIED SAMPLE OF 15 ELEMENTARY SCHOOLS

An effort was made to determine if there were systematic patterns of resource allocation among elementary schools varying by location, sixth grade reading achievement scores, and ethnic and racial composition. A sample of 15 elementary schools was selected for analysis. None of these schools were special schools or contained special classes.

It was decided to study three schools in each of the five areas: harbor area, valley area, west area, east area, and south-central. From the report[1] of reading achievement and racial and ethnic mix, in each area one school was selected because its sixth grade (6-B) median reading score was at or very close to the 75th percentile, one school with a median reading score at or very close to the 50th percentile (the median for the District), and one school with a median sixth grade reading score at or very close to the 25th percentile. The racial and ethnic mix of each of the 15 schools was then recorded.

Other school characteristics recorded and analyzed were:

- School enrollment (as of February 27, 1970).
- Average daily attendance (1968-69).
- Ratio of certificated personnel per pupil (1968-69).
- Instructional salaries per pupil (1968-69).
- Average of days absence per teacher (1968-69).
- Percent teacher turnover from last year.
- Median age of teacher staff.
- Median years teaching experience.
- Median years at present school.

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[1] Los Angeles City School Districts, Auxiliary Services Division, Individual Elementary and Secondary School Data, State Testing Program, Fall 1968, Report No. 298, LAUSD, August 1969.



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- Percent of teachers in each school possessing education levels of:
  - B.A. (or less)
  - 5 years
  - Masters degree or more

The data are shown in tabular form as exhibits attached to this discussion. The data are grouped in two different ways: (a) by area of the LAUSD, and (b) by level of median reading scores, i.e., high, median, and low.

The first observation to be made from this exercise is that these data apparently are not used in the regular or usual management process of allocating resources to and among schools. Consequently, special and time consuming efforts were required to retrieve the data. Especially difficult to obtain were data on teacher characteristics. Most of that information had to come from the teachers themselves at the individual schools. (Absences due to the teacher strike are responsible for incomplete data on the teachers from one of the schools in the sample.)

In reviewing the tabulations of these data, one is struck by the amount of variation among schools on some of these measured factors: enrollment, teacher turnover, teacher absences, median age of staff, median years teaching, median years at present school, education level, and even instructional salaries per pupil. In spite of very considerable variation in each of these factors, in this sample there appear to be only a few obvious trends of systematic patterns of variation.

- Schools with reading scores at the median for the District have teachers who have been at those schools longer than is true for high or low scoring schools.
- In general, schools with high and median reading scores have teachers who have been teaching longer than the teachers in schools with low reading scores.
- Schools with low reading scores have lower percentages of anglo students.
- Every school, no matter what its level of reading achievement or racial and ethnic characteristics, gets the same annual allotment per pupil for instructional materials, $2.56 per pupil.

The most significant conclusion to be drawn from this analysis is that instructional resources do not seem to be allocated differentially and systematically to schools with the greatest need as indicated by reading scores. School districts pay more for teachers with higher levels of education and more experience, presumably because their value is greater because they are more effective teachers. Yet, fewer of those teachers are to be found in schools characterized by low reading scores than in those with median or high scores.

Table G-1: West Elementary Schools

| School Name | Median Reading Score Gr. 6-B | | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Brentwood<br>95% Cauc. | Q-3 | 6.6 | 1288 | 1207 | 1:30.7 | $403 | 6.4 | 19.0% | 38 | 13.0 | 3.0 | BA (or less)<br>5 yrs<br>MA (or more) | 53%<br>24%<br>23% |
| Richland Avenue<br>60% Cauc.<br>27% Spanish Surname | Q-2 | 5.7 | 567 | 503 | 1:31.5 | $405 | 6.8 | 11.1% | Not given | 16.0 | 4.5 | BA (or less)<br>5 yrs<br>MA (or more) | 53%<br>41%<br>6% |
| Wilshire Crest<br>24% Cauc.<br>68% Black | Q-1 | 4.6 | 660 | 609 | 1:31.4 | $360 | 12.5 | 28.6% | 29 | 5.0 | 3.0 | BA (or less)<br>5 yrs<br>MA (or more) | 58%<br>27%<br>16% |

## Table G-2: Valley Elementary Schools

| School Name | Median Reading Score Gr. 6-B | | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Topeka Drive<br>97% Cauc. | Q-3 | 6.7 | 618 | 613 | 1:30.9 | $368 | 8.1 | 0% | 34 | 6.5 | 2.75 | BA 9or less)<br>5 yrs<br>MA (or more) | 28%<br>33%<br>39% |
| Beachy Ave.<br>81% Cauc.<br>17% Spanish Surname | Q-2 | 5.5 | 799 | 788 | 1:29.6 | $384 | 7.5 | 18.5% | 47 | 13.0 | 11.0 | BA (or less)<br>5 yrs<br>MA (or more) | 56%<br>26%<br>19% |
| Sharp Ave.<br>42% Cauc.<br>55% Spanish Surname | Q-1 | 4.2 | 1262 | 1150 | 1:28.0 | $377 | 9.7 | 11.1% | Impossible to obtain | | | | |

Table G-3: Harbor Elementary Schools

| School Name | Median Reading Score Gr. 6-B | | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Purche Ave<br>60% Anglo/C<br>25% Black<br>9% Oriental | Q-3 | 6.3 | 1113 | 1048 | 1:30.9 | $418 | 6.8 | 25.0 | 39 | 13.0 | 6.0 | BA (or less)<br>5 yrs<br>MA (or more) | 62%<br>24%<br>15% |
| Seventh St.<br>83% Anglo/C<br>17% Spanish Surname | Q-2 | 5.7 | 676 | 651 | 1:30.7 | $408 | 9.2 | 13.6 | 47 | 16.0 | 9.0 | BA (or less)<br>5 yrs<br>MA (or more) | 48%<br>24%<br>28% |
| West Athens<br>6% Anglo/C<br>68% Black | Q-1 | 4.5 | 1373 | 1225 | 1:29.2 | $359 | 6.4 | 29.3 | 28 | 5.0 | 2.0 | BA (or less)<br>5 yrs<br>MA (or more) | 65%<br>17%<br>17% |





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Table G-4: East Elementary Schools

| School Name | Median Reading Score Gr. 6-B | | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Robert Hill Lane<br>14% Cauc.<br>42% Oriental<br>42% Spanish Surname | Q-3 | 6.2 | 351 | 355 | 1:25.1 | $388 | 4.1 | 50.0% | 29.5 | 2.5 | 1.0 | BA (or less)<br>5 yrs<br>MA (or more) | 75%<br>17%<br>8% |
| Eagle Rock<br>85% Cauc.<br>11% Spanish Surname | Q-2 | 5.5 | 814 | 774 | 1:31.3 | $345 | 6.7 | 26.9% | 35 | 8.0 | 3.0 | BA (or less)<br>5 yrs<br>MA (or more) | 43%<br>38%<br>19% |
| Farmdale<br>12% Cauc.<br>12% Oriental<br>76% Spanish Surname | Q-1 | 4.3 | 897 | 857 | 1:30.9 | $383 | 7.2 | 27.6% | 36 | 10.0 | 3.0 | BA (or less)<br>5 yrs<br>MA (or more) | 36%<br>43%<br>21% |





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Table G-5: South Central Elementary Schools

| School Name | Median Reading Score Gr. 6-B | | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Windsor Hills<br>9% Cauc.<br>85% Black | Q-3 | 6.8 | 768 | 741 | 1:30.7 | $360 | 7.0 | 20.0% | 39.5 | 11.5 | 3.0 | BA (or less)<br>5 yrs<br>MA (or more) | 38%<br>46%<br>17% |
| Stanford Avenue<br>59% Cauc.<br>40% Spanish Surname | Q-2 | 4.9 | 889 | 760 | 1:31.8 | $366 | 5.6 | 14.2% | 33 | 7 | 4 | BA (or less)<br>5 yrs<br>MA (or more) | 86%<br>3%<br>11% |
| Hyde Park Blvd.<br>2% Cauc.<br>95% Black | Q-1 | 4.2 | 946 | 758 | 1:29.6 | $431 | 3.6 | 9.3% | 35 | 6.0 | 2 | BA (or less)<br>5 yrs<br>MA (or more) | 37%<br>40%<br>23% |



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Table G-6: Five High Scoring Elementary Schools (Q-3 on 6-B Reading Scores)

| School Name | Location | Ethnic Makeup | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Topeka Drive | Valley | 97% Anglo/C | 618 | 613 | 1:30.9 | $368 | 8.1 | 0% | 34 | 6.5 | 2.75 | BA (or less)<br>5 yrs<br>MA (or more) | 28%<br>33%<br>39% |
| Purche Avenue | Harbor | 60% Anglo/C<br>25% Black<br>9% Oriental | 1113 | 1048 | 1:30.9 | $418 | 6.8 | 25.0% | 39 | 13.0 | 6.0 | BA (or less)<br>5 yrs<br>MA (or more) | 62%<br>24%<br>15% |
| Brentwood | West | 95% Anglo/C | 1288 | 1207 | 1:30.7 | $403 | 6.4 | 19.0% | 38 | 13.0 | 3.0 | BA (or less)<br>5 yrs<br>MA (or more) | 55%<br>24%<br>21% |
| Windsor Hills | South Central | 85% Black<br>9% Anglo/C | 768 | 741 | 1:30.7 | $360 | 7.0 | 20.0% | 39.5 | 11.5 | 3.0 | BA (or less)<br>5 yrs<br>MA (or more) | 38%<br>46%<br>17% |
| Robert Hill Lane | East | 42% Spanish Surname<br>42% Oriental<br>14% Anglo/C | 351 | 355 | 1:25.1 | $388 | 4.1 | 50.0% | 29.5 | 2.5 | 1.0 | BA (or less)<br>5 yrs<br>MA (or more) | 75%<br>17%<br>8% |





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Table G-7: Five Median Scoring Elementary Schools (Q-2 on 6-B Reading Scores)

| School Name | Location | Ethnic Makeup | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Beachy Avenue | Valley | 81% Anglo/C 17% Spanish Surname | 799 | 788 | 1:29.6 | $384 | 7.5 | 18.5% | 47 | 13 | 11 | BA (or less)<br>5 yrs<br>MA (or more) | 56%<br>26%<br>19% |
| Seventh Street | Harbor | 83% Anglo/C 17% Spanish Surname | 676 | 651 | 1:30.7 | $408 | 9.2 | 13.6% | 47 | 16 | 9 | BA (or less)<br>5 yrs<br>MA (or more) | 48%<br>24%<br>28% |
| Richland Avenue | West | 60% Anglo/C 27% Spanish Surname | 567 | 503 | 1:31.5 | $405 | 6.8 | 11.1% | Not given | 16 | 4.5 | BA (or less)<br>5 yrs<br>MA (or more) | 53%<br>41%<br>6% |
| Stanford Avenue | South Centra | 59% Anglo/C 40% Spanish Surname | 889 | 760 | 1:31.8 | $366 | 5.6 | 14.2% | 33 | 7 | 4 | BA (or less)<br>5 yrs<br>MA (or more) | 86%<br>3%<br>11% |
| Eagle Rock | East | 85% Anglo/C 11% Spanish Surname | 814 | 774 | 1:31.3 | $345 | 6.7 | 26.9% | 35 | 8 | 3 | BA (or less)<br>5 yrs<br>MA (or more) | 43%<br>38%<br>19% |

Table G-8: Five Low Scoring Elementary Schools (Q-1 on 6-B Reading Scores)

| School Name | Location | Ethnic Makeup | Enrollment (2/27/70) | A.D.A. 1968-69 | Ratio Certificated per pupil 1968-69 | Instructional Salaries per pupil 1968-69 | 1969-70 Total Absences days/teacher | 1969-70 % Teacher Turnover since last year | Median Teacher Age | Median Years Teaching | Median Years at Present School | % Teachers at Education Levels of |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Sharp Avenue | Valley | 42% Anglo/C<br>55% Spanish Surname | 1262 | 1150 | 1:28.0 | $377 | 9.7 | 11.1% | Impossible to obtain | | | |
| West Athens | Harbor | 6% Anglo/C<br>68% Black | 1373 | 1225 | 1:29.2 | $359 | 6.4 | 29.3% | 28 | 5.0 | 2.0 | BA (or less) 65%<br>5 yrs 17%<br>MA (or more) 17% |
| Wilshire Crest | West | 24% Anglo/C<br>68% Black | 660 | 609 | 1:31.4 | $360 | 12.5 | 28.6% | 29 | 5.0 | 3.0 | BA (or less) 58%<br>5 yrs 27%<br>MA (or more) 16% |
| Hyde Park Blvd. | South Central | 2% Anglo/C<br>95% Black | 946 | 758 | 1:29.6 | $431 | 3.6 | 9.3% | 35 | 6.0 | 2.0 | BA (or less) 37%<br>5 yrs 40%<br>MA (or more) 23% |
| Farmdale | East | 12% Anglo/C<br>12% Oriental<br>76% Spanish Surname | 897 | 857 | 1:30.9 | $383 | 7.2 | 27.6% | 36 | 10.0 | 3.0 | BA (or less) 36%<br>5 yrs 43%<br>MA (or more) 21% |





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APPENDIX H

## NEW STAFF DEPLOYMENTS POSSIBLE WITH BUDGET SAVINGS FROM CENTRAL OFFICE AND AREA LEVEL REORGANIZATION

Reorganization at Central Office and Area levels, which eliminates a number of top level administrative positions and permits transfer of selected curriculum and pupil personnel services functions to decentralized levels, can (on the basis of the 1968 organization chart[1] and the 1968-69 expenditures[2] for salaries, both certificated and classified, and other expenses) "free up" approximately $11,400,000 to fund a more decentralized operation. (See the summary and detailed analysis of possible "savings" beginning on page H-7 of this Appendix.)

This amount is a conservative estimate of what can be done. We considered, i.e., "priced out", changes in only the Divisions of Elementary and Secondary Education, the Instructional Planning Branch (and a few other positions) in the Division of Instructional Planning and Services, and selected functions of the Child Welfare and Attendance Branch of the Division of Auxiliary Services. Budget categories included were those of Administration (100 - both general and educational administration) and Instruction (200 - both regular and special programs, but not including summer schools, adult education, opportunity schools and classes, regional occupational centers, or special education for the handicapped). We did not attempt to estimate the financial consequences of decentralization in the following budget areas: Health Services (400), Pupil Transportation (500), Operation of Plant (600), Maintenance of Plant (700), Food Services (900) or Community Services (1100).

It must be noted that the changes we are discussing and evaluating financially would not all be possible today since we are using data from last year; and several organizational changes have been made since then. Additional changes are being planned now in order to cut approximately $41 million from the school budget. Therefore, by the time action can be taken on any recommended reorganization, the "savings" or resource reallocations we suggest here will not be accurately descriptive.

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1 Personnel Commission Classification and Organization Chart, School Year 1968-69.

2 Controller's Annual Financial Report of the Los Angeles Unified School District for the Fiscal Year ended June 30, 1969; prepared by the Accounting Section, Controlling Division.

The purpose of this exercise is to show that it was possible last year to significantly decentralize administrative planning and decision-making regarding instruction, curriculum, pupil personnel services, and professional development without increasing costs. (The experience of the Superintendent of Schools of the Sacramento Unified School District[3] shows that it is possible -- and was even imperative -- to decentralize decision-making using fewer administrators and resource persons in the face of rising costs and strictly limited revenues). While we certainly are not recommending the austerity forced on the Sacramento Unified School District, it is our position that annual savings on the order of 10 to 15 million dollars are still possible today from further reorganization and decentralization. However, a substantial amount would have to come from cutbacks in programs and services now operated from the Central and Area Office levels, e.g., Auxiliary Services, Health Services, Instructional Planning Services, Adult Education, and so on.

A. The "Two-High-School" Zone Model of District Reorganization

If the Los Angeles Unified School District were zoned into administrative subdistricts or zones organized around two senior high schools and their "feeder schools", that would result in 24 zones. Each zone would have approximately 25,000-29,000 (an average of about 27,000) students in grades kindergarten through 12. Each zone would be comprised of two (adjacent) senior high schools, usually three junior high schools, and approximately 17 elementary schools.

The reorganization described earlier would have resulted in approximately $11,400,000 of "savings" in eliminated positions and transferrable functions. That sum split up among the 24 new administrative zones would provide $475,000 to each zone to fund administrative positions, classified positions, and resource personnel and their activities (again, just for educational administration, budgeting and some business management, instructional development, and pupil personnel services).

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[3] Statement by Superintendent Paul Salmon to the Joint Committee in the hearing in Sacramento on January 15, 1970.

While a variety of zone staffing patterns are possible (and should be provided for in accordance with the pattern of community and student needs in each zone), $475,000 could fund a zone staffing pattern[4] such as the following:

| | |
|---|---|
| Zone Superintendent | $ 28,000 |
| Curriculum and Instructional Development Director | 20,000 |
| Budgeting (or Business) Manager | 20,000 |
| Pupil Personnel Services Director | 19,000 |
| Work Experience and Continuing Education Coordinator | 14,000 |
| Pupil Performance Measurement (including Psychometrists) Specialists @ $15,000 (5) | 75,000 |
| Reading Specialists (5) @ $15,000 | 75,000 |
| Home-School Counsellors (pupil attendance functions) (10) @ $10,000 | 100,000 |
| Secretaries and Clerk-Typists (10) @ (average) $7,000 | 70,000 |
| | $421,000 |

$475,000 - 421,000 = $54,000 for funding teachers to fill in the released time of (secondary) department chairmen and (elementary) team leaders or "master teachers" for work with small groups of classroom teachers on instructional development and improvement. While $54,000 is a skimpy budget for such developmental work, it is practically equivalent to the salaries of four full-time curriculum or subject matter specialists, and it would fund the involvement of 21 instructional specialists at the local school level for approximately one-third of their time.

[4] Note: This is not a recommended staffing pattern. It is offered only to show what new staffing deployments might be possible within the average allotment of $475,000 per zone.

B. The "One-High-School" Zone Model of District Reorganization

If the Los Angeles Unified School District were zoned into administrative subdistricts or zones organized around a single (regular) senior high school and its "feeder schools", that would result in 48 such zones. Each of these zones would contain approximately 12,000-15,000 (an average of 13,700) students in grades kindergarten through 12. Each zone would contain one regular senior high school (and occasionally a special school), one or often two junior high schools, and approximately nine elementary schools (plus an occasional special elementary school).

Under this model the $11,400,000 in estimated savings from Central and Area Office level reorganization would permit $238,000 to go to each of the 48 zone administrative offices for the funding of staffing patterns such as the following example:

| | |
|---|---|
| Zone Superintendent | $ 25,000 |
| Business Manager | 18,000 |
| Curriculum and Industrial Development Coordinator | 18,000 |
| Pupil Personnel Services Director | 17,000 |
| Psychometrists (3) @ $15,000 | 45,000 |
| Reading Specialists (3) @ $15,000 | 45,000 |
| Home-School Counsellors (3) @ $10,000 | 10,000 |
| Secretaries and Clerk-Typists (6) @ $7,000 | 42,000 |
| | $240,000 |

This model turns out to be more expensive in terms of expenditures per pupil for zone administrators. Thus, it permits fewer and less varied resource persons on the zone staff (e.g., no Work Experience and Continuing Education Coordinator, only a third as many Home-School Counsellors for one-half as many pupils) and it affords no funding for released time of educational leaders in the individual schools to work with teachers in the process of individualizing instruction and adapting educational materials and experiences to the needs of students in specific locations.

C. Further Decentralization Possibilities

While the decentralization of selected functions (and decision-making prerogatives) outlined above in both models would facilitate educational planning and programming and the delivery of educational services more sensitively attuned to the needs of local schools, neither goes far enough in providing the range of supportive services principals and teachers are quite concerned about. In particular, responsibility for the local administration of plant operations (custodial services), maintenance, and supplies warehousing and delivery could and should be decentralized to this local zone level. Obviously, the "Two-High-School" zone model would be preferable then because of the economics of warehousing and supervisory staffing, i.e., one-high-school zones would require twice as many warehouses and departmental supervisors in the supporting services.

Also, it is quite possible that the administration of a number of medical and health services could be decentralized to this area or zone level. In fact, the LAUSD is now considering such decentralization in connection with its current efforts to reduce operating costs. Selected administrative responsibilities for Food Services might also be decentralized to the zone level.

It seems likely that reorganization might best proceed in phases, with the more important responsibilities relating to instructional programs and services being decentralized first, with some of the other administrative responsibilities following later as the most economical and efficient arrangements are worked out.

Exhibit H-1

Summary of Possible Savings (From 1968-69 Expenditures) At
The Central Office and Area Office Levels
(From 1968-69 Staffing Pattern)
From Eliminating Positions and Decentralizing
Functions and Expenses

| | | | |
|---|---|---|---|
| **DIVISION OF ELEMENTARY EDUCATION** | | | |
| Central Office | (Admin 100) | $ 220,000 | $ 590,000 |
| | (Instr 200) | $ 370,000 | |
| Eight Area Offices | (Admin 100) | $ 330,000 | $4,312,000 |
| | (Instr 200) | $3,982,000 | |
| | | TOTAL | $4,902,000 |
| **DIVISION OF SECONDARY EDUCATION** | | | |
| Central Office | (Admin 100) | $ 96,000 | $1,929,000 |
| | (Instr 200) | $1,833,000 | |
| Four Area Offices | (Admin 100) | $ 169,000 | $ 501,000 |
| | (Instr 200) | $ 332,000 | |
| | | TOTAL | $2,430,000 |
| **DIVISION OF INSTRUCTIONAL PLANNING AND SERVICES** | | | |
| Central Office | (Admin 100) | $ 93,000 | $ 140,000 |
| | (Instr 200) | $ 47,000 | |
| Instructional Planning and Services | (Instr 200) | $1,430,000 | $1,430,000 |
| | | TOTAL | $1,570,000 |
| **AUXILIARY SERVICES DIVISION** | | | |
| Child Welfare and Attendance Branch | (Instr 200) | $2,497,000 | $2,497,000 |
| | | TOTAL | $2,497,000 |

**TOTALS: DIVISIONS OF**

| | |
|---|---|
| Elementary Education | $4,902,000 |
| Secondary Education | 2,430,000 |
| Instructional Planning and Services | 1,570,000 |
| Auxiliary Services | 2,497,000 |
| GRAND TOTAL | $11,399,000 |



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Exhibit H-1 - (Continued)

TOTAL = $4,902,000

## ELEMENTARY EDUCATION DIVISION

Admin 100

| Central Office | FTE Positions [5] | Expenditures | |
|---|---|---|---|
| Salary Certif. | 7.6 | $ 126,300 | |
| Salary Non Cert. | 16.4 | 87,700 | |
| Other Expenses | | 5,900 | |
| | 24.0 | $ 219,900 | $220T |

| Eight Elementary Area Offices | FTE Positions | Expenditures | |
|---|---|---|---|
| Salary Certif. | 8.0 | $ 229,600 | |
| Salary Non Cert. | 8.0 | 91,000 | |
| Other Expenses | | 9,900 | |
| | 16.0 | $ 330,500 | $330T |
| Subtotal (Admin 100) | | $ 550,000 | |

Instr 200

| Central Office (Supvr & Other) | FTE Positions | Expenditures | |
|---|---|---|---|
| Salary Certif. | 17.2 | $ 298,000 | |
| Salary Non Cert. | 7.4 | 58,000 | |
| Other Expenses | | 14,000 | |
| | 24.6 | $ 370,000 | $370T |

| Eight Elementary Area Offices | FTE Position | Expenditures | |
|---|---|---|---|
| Salary Certif. | 235.3 | $3,513,000 | |
| Salary Certif. (Sp. Program) | 9.0 | 62,000 | |
| Other Expenses | | 97,000 | |
| Other Expenses (Sp. Program) | | 1,000 | |
| Salary Non Cert. | 51.3 | 309,000 | |
| | | $3,982,000 | $3,982T |
| Subtotal (Instr 200) | | $4,352,000 | |

[5] FTE (full time equivalent) positions listed are taken from A Study of the Detail Budget for the School Year 1969-70, Budget Division, Los Angeles Unified School District.



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Exhibit H-1 - (Continued)

TOTAL = $2,430,000

SECONDARY EDUCATION DIVISION

Admin 100

| Central Office | FTE Positions | Expenditures | |
|---|---|---|---|
| Salary Certif. | 1.0 | $ 50,300 | |
| Salary Non Cert. | 5.3 | 42,400 | |
| Other Expenses | | 3,400 | |
| | 6.3 | $ 96,100 | $96T |

| Four Secondary Area Offices | FTE Positions | Expenditures | |
|---|---|---|---|
| Salary Certif. | 4.0 | $ 100,900 | |
| Salary Non Cert. | 8.0 | 63,300 | |
| Other Expenses | | 4,400 | |
| | 12.0 | $ 168,600 | $169T |
| Subtotal (Admin 100) | | $ 265,000 | |

Instr 200

| Central Office | FTE Positions | Expenditures | |
|---|---|---|---|
| Salary Certif. | 50.7 | $ 974,000 | |
| Salary Certif. (Sp. Program) | 29.3 | 347,200 | |
| Salary Certif. (Work Exper. & Cont'd Educa.) | 10.0 | 139,600 | |
| Salary Non Cert. | 39.8 | 284,900 | |
| Salary Non Cert. (Sp. Program) | 11.0 | 50,200 | |
| Salary Non Cert. (Work Exper. & Cont'd Educa.) | 4.0 | 22,600 | |
| Other Expenses | | 3,400 | |
| Other Expenses (Sp. Program) | | 4,100 | |
| Other Expenses (Work Exper. & Cont'd Educa.) | | 6,800 | |
| | 144.8 | $1,832,800 | $1,833T |

Continued on next page

Exhibit H-1 - (Continued)

SECONDARY EDUCATION DIVISION
(Continued)

| | Four Secondary Area Offices | FTE Positions | Expenditures |
|---|---|---|---|
| Instr 200 | Salary Certif. | 12.5 | $ 271,200 |
| | Salary Non Cert. | 8.9 | 55,800 |
| | Other Expenses | | 5,100 |
| | | | $ 332,100 |
| | Subtotal (Instr 200) | | $2,165,000 |
| | Total Secondary Education Division | | $2,430,000 |

TOTAL = $1,570,000

## DIVISION OF INSTRUCTIONAL PLANNING AND SERVICES

Admin 100

| Central Office | FTE Positions | Expenditures |
|---|---|---|
| Salary Certif. | 5.0 | $ 104,400 |
| Salary Non Cert. | 9.4 | 70,900 |
| Other Expenses | | 10,900 |
| | | $ 186,200 ÷ 2 = $93T |

| Central Office | FTE Positions | Expenditures | |
|---|---|---|---|
| Salary Certif. | 1.9 | $ 33,400 | |
| Salary Non Cert. | 2.0 | 12,700 | |
| Other Expenses | | 700 | |
| | | $ 46,800 | $47T |

Instr 200

| Instructional Planning Branch | FTE Positions | Expenditures | |
|---|---|---|---|
| Salary Certif. | 40.6 | $ 762,600 | |
| Salary Certif. (Sp. Program) | 5.4 | 82,500 | |
| Salary Non Cert. | 52.0 | 298,400 | |
| Salary Non Cert. (Sp. Program) | 1.0 | 3,600 | |
| Other Expenses | | 281,500 | |
| Other Expenses (Sp. Program) | | 1,500 | |
| | | $1,430,100 | $1,430T |
| Total Instructional Planning and Services Division | | $1,570,000 | |

Exhibit H-1 - (Continued)

TOTAL = $2,497,000

## AUXILIARY SERVICES DIVISION

(Branch of Child Welfare & Attendance)

Instr

200

| | |
|---|---|
| **Salary Certificated** | |
| Director (1) | $ 25,600 |
| Assistant Director (1) (Sp. Program) | 18,000 |
| Supervisors Group III (7) @ $19,000 | 133,000 |
| Supervisor Group III (1) (Sp. Program) | 19,000 |
| Assistant Supervisor Attendance (136) @ $12,500 | 1,700,000 |
| Assistant Supervisor Attendance (33) @ $12,500 (Sp. Program) | 412,500 |
| | $2,308,100 |
| **Salary Non Certificated** | |
| Secretary (8) @ $7,900 | $ 63,200 |
| Secretary (2) @ $7,900 (Sp. Program) | 15,800 |
| Clerk Bookkeeper (1) | 6,700 |
| Clerk Typists (9) @ $5,900 | 53,100 |
| | $ 138,800 |
| Other Expenses (est.) | $ 50,000 |
| Total Auxiliary Services Division | $2,497,000 |



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APPENDIX I

## SELECTED EVALUATIONS OF ALTERNATIVES

### A. Considerations of Dividing LAUSD into Approximately 20 Autonomous and Independent Districts

#### 1. The Financial Implications[1]

One form of reorganization of the Los Angeles Unified School District which has been advocated would create several autonomous school districts by breaking up the present tax base. This section inspects one set of options leading to the above objective and concludes that no advantage can be gained by fracturing the tax base of the Los Angeles Unified School District by any of the options examined. Furthermore, since any other components of splitting the district remain unchanged when the centralized tax base is maintained, there appears to be no foundation for positing that an independent tax base is a requisite element of either political decentralization or community control.

Conversely, a preponderance of the evidence indicates that fiscal resources should remain centrally determined and be disbursed to the decentralized districts in the form of a lump-sum budget.

As a note of caution in any serious discussions of breaking up the tax base of the LAUSD, we should keep in mind a number of pending law cases considered by Constitutional scholars to be soundly conceived which challenge local differences in school expenditures as a violation by the states of the equal protection clause of the Fourteenth Amendment, e.g., Board of Education v. Michigan Circ. Ct. Mich., Wayne County, filed February 2, 1968.

In the context of these cases the Joint Committee must consider the probability that any action taken at the present time to divide the tax foundation might within the next two years necessitate a reciprocal action in order to neutralize what has been done.

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[1] From a statement by H.T. James, Dean, School of Education, Stanford University; with the assistance of Daniel B. Davis, Graduate Student, also of the School of Education.

One set of alternatives, contemplated by at least some of the several legislators on the Joint Committee, would mean the dissolution of the Los Angeles Unified School District as it now exists, and the creation, within the territory it now encompasses, of a number of new and autonomous school districts, each of which would have a board of education vested with the powers and duties common to similar school boards throughout California.

Consequently, the Joint Committee will want to make some estimates of the fiscal consequences of such an action on the several new districts and on the allocation of the state revenues, if such an alternative were to be pursued.

One can argue that the task of devising such estimates is clearly impossible because there are too many variables. Given the one set of possibilities, that some number of districts be created out of the present area encompassed within the Los Angeles Unified School District, and the possible groupings of parcels of land (even though limited by the school district reorganization laws' requirement that they be contiguous) yields astronomical numbers of possibilities. Add in the effects of such variables as average daily attendance, valuation of property and voter behavior (all relevant to estimates of the impact of reorganization on state school funds and local taxes), and the possible permutations approach infinity.

On the other hand one can argue, as Los Angeles Board members did a year ago, that arbitrary boundaries could be established for a fixed number of new districts to be created out of the present district, and the sample so created would be one sample out of a very large number of possible samples that could be created which would nevertheless reveal some of the general characteristics that any other sample would reveal. For instance, any set of districts to be formed would each have a smaller assessed value and a smaller number of pupils than the present district, and any set of new districts except those deliberately drawn to have exactly the same valuation per pupil could therefore be expected to include some that would be entitled to more, and some to less state aid per pupil than is now paid to the existing district, and under existing laws some would be able to levy more and some less local taxes per pupil than the present district.

One such arbitrarily defined sample, prepared at the request of the Board last year, is shown in Table 1. The requirements to be met were (1) ten districts to be hypothesized within the present district, and (2) each to have approximately the same equalized valuation per pupil. The variation of ADA among the districts is also shown. State equalization aid per pupil would remain the same under this arrangement, and therefore state aid per pupil would remain the same. The state revenue would vary among districts in proportion to ADA. The yield of local property tax revenues would be the same if each district set the same levy rate, but the boards could be expected to raise or lower the rate from that of the present level, and voters could be expected to change the limits on tax rates from time to time. Thus this type of reorganization would mean little or no change in state funds required for the area, but would lead to higher or lower local tax rates depending on board decisions and voter preferences in the several districts, and these differing rates in turn, depending on how they interacted with increased or decreased state revenues flowing into the new districts, could be expected to result in expenditures per pupil varying from higher to lower than at present. Other things being equal, those districts getting more state aid could be expected to lower their local levy rates, and those getting less to raise them.

Table 1: Assessed Valuations--Secured Roll Only

| Area | Amount | Percent of Total | Enrollment Supported |
|---|---|---|---|
| 1 | $688,164,389 | 9.9 | 14.8 |
| 2 | 706,765,877 | 10.2 | 13.5 |
| 3 | 690,410,280 | 10.0 | 5.0 |
| 4 | 702,910,647 | 10.4 | 3.0 |
| 5 | 671,721,805 | 9.7 | 3.7 |
| 6 | 674,692,040 | 9.8 | 4.1 |
| 7 | 701,600,679 | 10.4 | 13.2 |
| 8 | 678,730,156 | 10.0 | 20.8 |
| 9 | 643,761,482 | 9.5 | 8.2 |
| 10 | 701,892,478 | 10.1 | 13.7 |

**Computed by the Budget Division, Los Angeles Unified School District**

The division of total property value into residential and industrial-commercial property creates an additional constraint. Given two districts with the same total property value per pupil, one can be expected to contain a higher proportion of business property and therefore spend the same amount per pupil with a lower proportion of its tax levy imposed upon its homeowners.

Moreover, any initial equalization of property value among the decentralized districts would occur at one point in time. As such, it would not take account of the dynamic nature of population shifts and business location trends which would tend over time to produce divergence in the fiscal capacity of the local districts.

I know of no rationale that would justify reorganization on the basis of equalized valuation per pupil, nor would I advocate it. The legislature would have no interest in making such a change from a fiscal standpoint, since state revenues in total would not be affected; and the largely random variations in tax rates and expenditures per pupil among the districts resulting from local decisions would run contrary to the stated policy of the legislature which is directed toward greater, rather than less, equality in both tax rates for school purposes and in expenditures per pupil. The only effect of increasing the number of districts from the ten used in this illustration to, for instance, the 30 suggested in one such draft of the Joint Resolution would be to increase the variation in both tax rates and expenditures per pupil among the new districts, and increase also the probability that the districts with the lowest expenditures per pupil would end up levying the highest tax rate.

A second alternative explored by the administration at the request of the Board was an arbitrary division of the district into ten new districts with equal average daily attendance. Again, I know of no rationale that would justify such a reorganization, and several, notably one relating to economies of scale, that would argue against it. The results of such a reorganization are shown in Table 2. In this instance state aid would be affected, for while the flat aid per pupil would bring equal amounts tc each district, equalization aid

Table 2: Enrollment

| Area | Amount | Percent of Total[1] | Supported by Percent of Total Sec. Roll AV |
|---|---|---|---|
| 1 | $64,403 | 10.1 | 5.2 |
| 2 | 66,794 | 10.4 | 8.7 |
| 3 | 66,574 | 10.4 | 8.5 |
| 4 | 65,781 | 10.3 | 18.2 |
| 5 | 63,913 | 10.0 | 17.1 |
| 6 | 61,126 | 9.6 | 12.3 |
| 7 | 61,004 | 9.7 | 8.8 |
| 8 | 61,811 | 9.7 | 8.1 |
| 9 | 67,263 | 10.5 | 5.9 |
| 10 | 60,947 | 9.5 | 7.2 |

[1]Percentage variance .2 percent results from accumulative fraction of 1 percent.

Computed by the Budget Division, Los Angeles Unified School District.

would vary from none for district 4, which would be above the equalization level. To amounts substantially higher than those presently received the Los Angeles Unified School District for district 1, which would have the lowest equalized valuation per pupil. The probable effect on state revenues would be a slight aggregate rise, and the effect on local levy rates and expenditures per pupil would be to increase the variations among both in the ten districts for the same reasons outlined in the first illustration discussed above.

A third alternative was discussed last year; that was an arbitrary division into ten districts of equal geographical area. However, since no conceivable rationale could be advanced for breaking up the district on this basis, which would not only allocate unequal tax bases and unequal populations, but would also isolate the sparsest and the densest populated areas, and since no way was found to deal with the problem of relating population data to the geographic areas so defined, no tabular data were developed. The consequences on local tax rates and expenditures identified in the first and second illustrations would, however, be generalizable to the third.

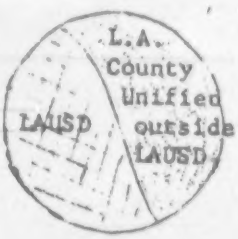
The fourth alternative discussed with the Board has been rendered an instant anachronism (pending appeal) as a result of the recent Superior

Court decision. This was an effort to look at the Los Angeles Unified School District in such a way as to define ten groupings within the district around which boundaries might be drawn that gathered together those subpopulations seeming to have the greatest commonality of interests and characteristics.

Again, no tabular data were developed because of the impossibility of relating data gathered by school attendance areas and by the assessor to the areas identified as communities. However, enough is now evident from the previous illustrations to indicate that the generalizations made about the consequences of the second alternative would also be applicable to the fourth, and, since socio-economic cleavages are likely to be emphasized, variations would probably be increased.

One might ask: "All this speculation may be fine, but what are the facts?" What I have been trying to do is demonstrate that the potential number of "facts" with which we could deal are too numerous, and interact in ways too complex to manage, even with computers. Furthermore, even though we found ways to deal with the numbers, the illustrations I have used highlight the only facts we need to dispose of the proposition that the LAUSD should be broken up into new autonomous districts. These facts are: (1) increasing the number of districts, under any conceivable rationale, would create variations among the new districts in (a) levy rates, (b) expenditures per pupil, and (c) state aid paid to the district; (2) increasing variations in levy rates and in expenditures per pupil runs counter to long-established policy set by the California Legislature; and (3) increasing variations in state aid among districts serves no known state policy.

Another approach to the question of the consequences of breaking up the LAUSD into a number of autonomous school districts can be made by assuming that the remaining 37 unified school districts of Los Angeles County outside the LAUSD are organized as rationally as any reorganization of the LAUSD might be expected to produce. Graphically, we will be comparing the cross-hatched LAUSD sub-set with the shaded sub-set representing all unified school districts within the Los Angeles County exclusive of LAUSD.




We can then ask the question: What would be the effect on the local tax rates, expenditures per pupil and state aid if the remainder of the unified districts in the County were cast into a single unified district?

The data of Table 3 show consistent similarities in the aggregate between the LAUSD and all other unified school districts of Los Angeles County synthetically combined. For instance, per pupil expenditures differ by only $2. LAUSD taxes itself for schools at the rate $.33 per $100 AV higher than the mean tax rate for the combined districts. In addition, LAUSD receives $34 less per pupil in state aid or 87 percent of the amount acquired by the amalgamated districts.

Table 3: 1967-1968

| | Los Angeles Unified School District | All Other Unified School Districts in Los Angeles County Combined |
|---|---|---|
| Enrollmert (ADA) | 656,008 | 576,454 |
| Percent of Total Los Angeles County Unified Enrollment | 53.2% | 46.8% |
| Tax Rate | $3.91 per $100 AV | $3.58 per $100 AV |
| Expenditures per Pupil | $636.33 | $638.36 |
| State Aid per Pupil | $221.57 | $256.06 |
| Federal Aid per Pupil | $43.38 | $26.99 |
| Assessed Valuation per Pupil | $12,414 | $10,901 |
| Percent of Income by Source | Federal 6.3<br>State 31.9<br>Local 61.8<br>100.0 | Federal 4.0<br>State 37.8<br>Local 58.2<br>100.0 |

Now, it follows that by reversing the synthetic centralization process thereby reducing the combination of districts to the sum of its parts, we have our original 37 independent unified districts. This, then, presents us with an excellent model which enables us to analyze the probable consequences of decentralizing the fiscal resources of the LAUSD.

By looking at extreme situations, such as unified districts now existing within Los Angeles County and outside LAUSD with the highest and lowest valuations per pupil, or the highest and lowest tax rate, or the highest and lowest amounts of state aid per pupil, we can identify some maximum variations and their interacting effects in actual school situations.

Tables 4, 5, and 6 demonstrate these maximum and minimum valuations per pupil, tax rates, and amounts of state aid per pupil. For each polar case, the respective amounts for the two remaining scales are included in columns 2 and 3.

From Table 4 we see that per pupil expenditures of $528 in Charter Oak Unified are more than doubled by the $1,110 expended by Beverly Hills Unified. On the average, less money is spent on two school children in Charter Oak than is spent on one school child in Beverly Hills. Paradoxically, Charter Oak taxes itself for schools at a rate 2-1/3 times greater than that which is required of Beverly Hills residents.

Table 4: 1967-1968 Expenditures

| | Current Expenditures per ADA | Total District Tax Rate (per $100 AV) | State Aid/ADA |
|---|---|---|---|
| | High | | |
| Beverly Hills Unified | $1,110 | $2.33 | $153 |
| | Low | | |
| Charter Oak Unified | $528 | $5.31 | $158 |

Table 5 demonstrates tax rates for schools ranging from a low of $2.28 per $100 AV in El Segundo to a high of $6.33 per $100 in Bassett Unified. This differential is further extended within Los Angeles County with the inclusion of the $7.32 per $100 AV collected or property owners residing jointly in the Enterprise City Elementary and Compton Union High School Districts. It is interesting to note that Beverly Hills Unified District not only spends the most money for each student, but it does so at the second lowest tax rate of $2.33 per $100 AV.

Table 5: 1967-1968 Tax Rate

| | Total District Tax Rate (per $100 AV) | Current Expenditures per ADA | State Aid/ADA |
|---|---|---|---|
| | High | | |
| Bassett Unified | $6.33 | $585 | $379 |
| | Low | | |
| El Segundo Unified | $2.28 | $856 | $158 |

Table 6 indicates extreme variation in state aid per pupil from a low of $114 in Las Virgenes Unified to a high of $381 in Baldwin Park Unified, a factor discrepancy of 3-1/3.

This approach clearly sets some boundaries on the kinds of consequences that might flow from a breakup of the LAUSD into autonomous districts if we assume that among them we would not expect to find (1) a new district with a lower, or higher, valuation per pupil than can be found in the County now, nor (2) one that would spend more, or less per pupil than existing County unified districts now do.

Table 6: 1967-1968 State Aid

| | State Aid per ADA | Current Expenditures per ADA | Total District Tax Rate (per $100 AV) |
|---|---|---|---|
| | High | | |
| Baldwin Park Unified | $381 | $548 | $ 5.23 |
| | Low | | |
| Las Virgenes Unified | $114 | $701 | $4.57 |

## 2. Conclusions and Implications for Alternative B-1

As mentioned above, any move to breakup the tax base of LAUSD must consider the probability that a suit will be filed challenging local differences in school expenditures as a violation of the equal protection clause of the Fourteenth Amendment. Even if this consideration were to be dismissed, none of the redistricting alternatives considered would have persuasive financial advantages from the California Legislature's point of view.

The one alternative most responsive to the equal protection consideration, equal valuation per pupil, would not affect State revenues. Furthermore, the process of economic growth, changes in the location of the population over time, etc. can all be expected to result in unequal taxes with the passage of time. One clear implication of how divergent these taxes might become or, alternatively, how divergent they might be if the LAUSD were to be divided into smaller autonomous districts on a basis other than equal valuation, was shown by examining the extreme situations among the present unified districts in Los Angeles County. We therefore conclude that reorganization, alternative B-1, dividing the LAUSD into approximately 20 autonomous and independent districts, is not one for further consideration by the Joint Committee.

## 3. Additional Considerations and Implications for Alternative B-2

In addition to the financial revenue considerations, there are other significant problems with dividing LAUSD into independent and autonomous districts, even if the tax base is shared as in alternative B-2. First, the present pension funding program would need to be divided in both terms of investment equities on the financial management side and the vested shares of present participants. After division, the servicing and management costs of operating 24 separate pension funds can be expected to be slightly higher.

Second, the teachers' union and tradesmens' unions will have disproportionate power and an upper hand in negotiations by the ability to pool strike funds for the purpose of dividing and conquering. This would, in turn, lead to requests for special legislative regulating the unions and/or redressing the balance of negotiation. Furthermore, and somewhat paradoxically, if each new district were to have an affiliated local chapter of an overall union, this would lead to teachers and others losing a part of their present representational effectiveness in the matter of grievances and working conditions as these tend to be items handled by the locals. However, this need not be detrimental to either party as the smaller districts may be expected to be more accessible and responsive to local issues.

Third, the criteria of quality education and accountability require a strong Research and Development and testing activity. These are best handled with an extensive financial base probably much larger than the proposed districts in this alternative, and the R&D activity would benefit from an extensive base of heterogeneity (i.e., across districts) for the purposes of both statistical precision across socio-economic, racial and ethnic lines, and for the appropriate treatment of a wider variety and combination of multiple variables.

Fourth, each new district board would need to handle functions such as contract negotiation with unions and the letting of construction contracts, thereby limiting the time for focusing on and developing overall educational and operating policies.

Similarly, the replication in each new district, of the various centralized services such as purchasing, accounting and data processing, contracting, recruiting and personnel administration, etc. would result in increased costs per student. However, output, in terms of student achievement, per dollar of cost might be expected to increase slightly as a result of improved sensitivity to student needs.

Finally, there are additional problems encountered in this alternative. The operation of special schools (deaf, blind, EMR, etc.) generally require a district the size of approximately 100,000 students for economically efficient operation. Therefore, such schools would have to be operated by the County or the State. And, the poorer districts would be heavily dependent on their ability to assure a continuingly effective formula for advantageously allocating funds from shared tax revenues back to them even though they are a political minority. However, this is no more disadvantageous than the situation presently faced by the poor rural districts which may be dependent on state aid to a larger degree than the large urban unified district.

For these reasons we conclude that, while many of the advantages of dividing the LAUSD into approximately 20 districts are desirable, the drawbacks with a shared tax base associated with the phenomenon of complete independence are sufficient to remove it from further consideration as a separate alternative by the Joint Committee.

B. Administrative Decentralization (Alternatives C-1 and C-2)

In all large urban centers, the public education system is receiving serious criticism. These criticisms center on: slowness in responding to important administrative issues; inability to respond to local needs which are different from the general system's needs; rapidly rising costs of education; poor school products in that children cannot read or write effectively; and, a central bureaucracy which is viewed as accountable only to itself and responsive only when actions and pressures threaten its self-survival.[2]

One popular response to these criticisms in the last decade has been to reorganize via administrative decentralization. Many school systems have taken this step, the most visible being New York City, Washington D.C., and Philadelphia. (Others include Chicago and Detroit.)[3] There are some important lessons to be learned here, because the direct implications are that administrative decentralization, in and of itself, does not solve many of the problems leading to the criticisms.

Administrative decentralization has several forms. The two most typically proposed or attempted have been:

1. Simple Administrative Decentralization

This plan is the older of the two and essentially proposes to shift decisions about school budget use down to the school principal so that budget line items allocated can be transferred for more effective meeting of local needs. Principals not being accustomed to this form of operation need to be trained in management procedures so that some later time the budget development process can be delegated to them. Similarly, the curriculum needs are determined by the principal and curriculum assistance is moved from a central location out to an area location to be more readily accessible. Some plans allow the principal to call for curriculum assistance, or in-service training, or other forms of instructional back-up on an "as needed, first come, first serve basis", and with a budgeted amount for each; others give a lump-sum allocation and can vary the amounts of instructional services according to local administrative priorities. Determination of personnel needs and substitutability of personnel are generally delegated either to the area superintendent or to the principal.

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[2] This is extremely well documentsd. See for example, Joseph Pois, The School Board Crisis, A Chicago Case Study, (Chicago: Educational Methods, Inc., 1964).

[3] New York, Washington and Chicago have been examined in our report: Urban Education: Eight Experiments in Community Control. Philadelphia has been summarized in our papers for an OEO contract.

## 2. Administrative Decentralization with Local Advisory Boards of Education

This is the more recent plan of decentralization where, not only are the key administrative functions of personnel, instructional assistance and budget use delegated to the school principal, but the local community is also involved in the local school via an appointed or elected advisory board. This form of reorganization has largely come about because earlier attempts at simple administrative decentralization were unsuccessful in solving the problems. This form of decentralization is exemplified by the last two reorganizations of the New York City school system.[4]

Simple administrative decentralization is a natural phenomenon brought about by growth of the school system and has been evidenced by almost every large metropolitan school system throughout the United States. Los Angeles is no exception to this, having undertaken the steps of elementary and secondary area superintendents. However, this step by itself does not assure that delegated decisions will remain delegated, and the tendency for all sensitive or "high leverage decisions" to be referred upward from the local level to the area superintendent level and from there up to the central administration is well documented in various studies of school system organization.[5] Furthermore, simple administrative decentralization in no way assures that the local administration will be any more attentive to or understanding of local citizens' educational needs, particularly, if the local community is non-English-speaking or Black.[6]

While either method would be completely acceptable on theoretical grounds, it is in the area of practical behavior and the inevitable politics of parties having an interest in the school system that the plan breaks down. This breakdown occurs

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4 It is also evidenced by Washington D. C., Philadelphia, Detroit and other large urban school systems.

5 The most notable being Pois, op. cit.; Crain, The Politics of School Desegregation; Norman Kerr, The School Board as an Agency of Legitimation; and Arthur D. Little, Inc., Urban Education . . . , op. cit.

6 This is also easily documentable in a variety of studies, most notably, Marilyn Gittell's, Confrontation at Ocean Hill-Brownsville, and Arthur D. Little, Inc., School Board Representation of Disadvantaged Clientele and Urban Education . . . , op. cit.

for some very simple reasons, all of which have been documented in the aforementioned reports:

- School boards do not, in fact, tend to undertake a representational role in large metropolitan areas. This is because:

  - Statistically, school boards are most frequently comprised of older professional people whose children are, for the most part, no longer in the school system.[7]

  - The school board tends to be a product of its broader environment, representing the overall metropolitan areas and its civic leaders. This is particularly true when the board members are elected at-large.[8]

  - The central administration tends not to allow delegation to take place for the simple reason that without adequate specification of performance requirements and responsibility there is no way to make authority commensurate with responsibility and assure accountability.

There have been a variety of attempts to mandate decentralization in the hopes of obtaining its beneficial results. The notable attempt here for purposes of discussion is New York City, where the system went to a supposedly decentralized form of operation with appointed local advisory boards. However, the decisions would not remain at the local level (as has been the case in Los Angeles -- one only need note the principal removal incidents to confirm this) and the local advisory boards, when attempting to influence policy at the local level, found that they had no power. This lack of power was two-fold in its significant effects. First, any item which was highly sensitive was referred upward by the local administration, and the central board and/or administration either made or deferred such decisions.[9] Frequently,

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7 Gallup Poll, School Board Administration and Teacher Reactions to Educational Innovations.

8 Hales, Dawson, Federal Control of Public Education; [illegible] W. W. Charters, "Social Class Analysis and the Control of Public Education", Harvard Educational Review, Fall, 1953; and Gittell and Hollander, Six Urban School Districts.

9 See Arthur D. Little, Inc., Urban Education . ., op. cit.

this decision was antithetical to the interest of the local advisory board. Secondly, the local advisory board was chosen by the Board of Education, with the District Superintendent being a member. The implications of this procedure are obvious, and in a 1965 survey of local board members, it was found that 50 percent of those local advisory board members surveyed described their contacts with the Board of Education as "bad." They felt powerless and frustrated in their attempts to advise the New York Board of Education (which they felt did not take them seriously).[10]

Subsequently, the New York legislature attempted to mandate decentralization, but failed to assure the basis for a decentralized operation.[11] They set up a plan calling for a Chancellor rather than a superintendent who has " . . . advisory and jurisdictional powers over the schools and the decentralized boards (with approval from the City Board) including: curriculum; establishment of schools; personnel; finance; and . . . [certain other powers] which cannot be delegated".[12] It is this mechanism which allows the jurisdictional preemption of local decisions that, when added to the power of the Chancellor as the sole disburser of funds to the local board (all federal, state, local, research, and/or charitable funds must come through the City Board and the Chancellor), results in his retaining almost all of his powers of the previous superintendent and in placing the locally elected boards in the same position as the earlier advisory boards.[13]

In the face of these observations, one might ask why some agency with mandated regulatory powers couldn't monitor the ways in which legislative intent and prescriptions were being carried out and report back to the state board or legislative group on any violations. There are two agencies which traditionally have been chartered to carry out such a monitoring/regulatory function with respect to school districts: the state department of education, and the office of the county superintendent of schools.

California is recognized as having one of the larger and better state departments of education, and few of its county superintendents' offices are well staffed. But neither agency would be able to discharge effectively such a monitoring/regulatory function with respect to the really large urban school systems, and certainly not for something as "qualitative" as the process of decision-making.

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10 Rogers, David, 110 Livingston Street.

11 New York Senate Act 5693; Assembly Act 7296: "An Act to Amend the Education Law . . ." (May 1, 1969).

12 Arthur D. Little, Inc., Urban Education . . . , op. cit.

13 Ibid.

Neither agency relishes the role of a regulatory or policing body. Our studies[14-15] of both agencies indicate that regulatory functions and policing activities are eschewed by both in favor of consultative functions and "leadership" activities.

The regulatory or policing functions of state departments and intermediate units seem to be practically feasible only when based on regular public reports of quantitative information and where specifically (quantitatively) defined criteria are to be met. Thus, the review activity can be limited to examinations of submitted reports and audits of how information in the reports was derived and treated. Having the reports made public provides appropriate scrutiny of both the regulatory agency and those being regulated.

We have found that it is not generally practical to charter public education officials to insure that other education officials and organizations involve non-education groups and especially community representatives effectively in planning and decision-making. (Our study of Supplementary Educational (PACE) Centers[16] in California provided evidence for making that statement.) Title III guidelines stressed the need for community involvement in needs assessment and for pluralistic representation of various groups in establishing PACE Centers and their priority thrusts and programs.

Even though the State Department of Education was given responsibility for monitoring and reporting on the Centers, their operations, and for the projects developed with their assistance, and even though there was a state level advisory council set up to advise the State Board of Education and the State Department on guidelines for and operations of the Centers, the results were frequently disappointing. Approximately half of the PACE Centers had been coopted by County Superintendents and were operated with little "pluralistic involvement" of community groups in any meaningful planning and decision-making. Advisory Committees

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14 The Emerging Requirement for Effective Leadership to California Education: A Study to Provide a Basis for Planning the Services and Organization of the California State Department of Education, October 9, 1964.

15 A New Organizational System for State Level-Educational Administration: A Recommended Response to Emerging Requirements for Change in California, (a report ot the California State Board of Education, May 1967).

16 An Analysis of Regional Planning Agencies in California Funded by ESEA Title III: A Study of the Regional PACE Centers, for the San Jose Unified School District, November 1968.

set up (in accordance with guidelines) in conjunction with such educator-dominated PACE Centers were impotent, irritated, and soon faded away. But few negative reports were generated by the SDE on these problems and nothing was done to ameliorate them.

From these experiences, it is apparent that it is not operationally feasible to mandate administrative decentralization in either of its popular forms, since there are no inherent checks and balances to assure that the system operates in a decentralized manner. For these reasons, we consider alternatives C-1 and C-2 to be unacceptable for consideration by the Joint Committee.

However, the possible advantages of decentralization are attractive in the sense that theoretically they do allow the system to be more responsive, allow for more differentiation of needs, and be more cost effective, but one must modify decentralization along the lines described in alternatives D-1 and D-2. Specifically this means that one must modify decentralization of administrative services and decision-making by adding:

- Specific responsibilities and delegated powers, such as those of personnel administration and control of broadly allocated funds, to a local board so that local administration is not free to send decisions upward, nor the central administration free to require that they be sent up.

- A performance measurement and accountability system so that the local units (board and administration) can be judged in terms of resource use and educational output of student achievement.

APPENDIX J

LEGAL RESTRAINTS

Upon examination of both the five foot (Education Code) bookshelf and previous legislative attempts at reorganization, it became apparent that the Legislative Analyst would be best equipped to deal with the legal restraints to LAUSD reorganization and that the most common procedure appeared to be to state "all previous statutes not withstanding".

There are two cautions that can't be stated too strongly when attempting to provide increased authority at the local level, particularly if subdistrict boards are to be mandated:

- The public is wary or more lock-step mandates from the state and fearful of losing the flexibility gained through SB-1. Information, simply worded and concise, should be disseminated about proposed legislation.

- If the proposed legislation specifies the central board functions and leaves the sub-area board with "all others" it will be discouraging to the citizens; they will feel nothing has been gained. A precise delineation of the authorities and responsibilities of sub-area boards would be preferable, leaving the central board with "all other" functions. (This further insures against the New York situation, where the three experimental districts were never given clearly stated boundaries and limits.)

Attached to this Appendix as an exhibit is a document entitled, Analysis of Selected Sections of the Education Code Dealing with the Educational Program, prepared by the LAUSD Division of Elementary Education. An examination will show that many of the principal areas where flexibility is needed are presently limited by several factors, including legislative statutes, the administrative code, and, to a lesser extent, school district policies.

Exhibit J-1

## Analysis of Selected Sections of the Education Code Dealing with the Educational Program[1]

BACKGROUND

Recent modifications of the California Education Code have set in motion a process of change which will ultimately affect the educational program in every school. The Miller Education Act provided greater freedom for local curriculum planning and has encouraged the involvement of teachers and citizens in the decision-making process. In contrast, the earlier Miller-Unruh Reading Act mandated state-wide reading tests in grades one, two, and three, and Assembly Bill 1168, enacted in 1968, prescribed state-wide minimum standards and a related state testing program.

Establishing guidelines to implement these Education Code provisions is a responsibility of the State Board of Education. While many of the guidelines have not yet been approved, they will eventually be incorporated into the California Administrative Code, Title 5, and will have the force of law.

In accordance with the provisions of the Education Code and Administrative Code, Title 5, local boards of education are responsible for adopting and carrying on a program of education for their districts. At the elementary school level in Los Angeles, the established educational program is described in the Course of Study which, in turn, is supplemented by curriculum guides and instructional materials prepared for specific subject areas.

The information included in this report has been arranged to serve as a convenient resource to assist you in planning educational change. It is organized in five categories:

I. Intent of the Miller Education Act

II. School District Responsibility for the Education Program

III. Course of Study Requirements

IV. Textbook Requirements

V. Minimum Standards and Testing Requirements

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[1] Prepared by Los Angeles Unified School District, Division of Elementary Education.

Each of these categories includes: (1) Excerpts from the Education Code; (2) Excerpts from the Administrative Code, Title 5; (3) School District policy; and (4) Implications for local schools.

## I. INTENT OF THE MILLER EDUCATION ACT

### A. Excerpts from the Education Code

Legislative Intent and Purpose

7501. It is the intent and purpose of the Legislature in enacting this division to provide for the development, conduct, and enforcement of educational programs in the elementary and secondary schools.

Development of Local Programs within Guidelines

7502. The Legislature hereby recognizes that because of the common needs and interests of the citizens of this state and the nation, there is a need to establish a common state curriculum for the public schools, but that, because of economic, geographic, physical, political, and social diversity, there is a need for the development of educational programs at the local level, with the guidance of competent and experienced educators and citizens. Therefore, it is the intent of the Legislature to set broad minimum standards and guidelines for educational programs, and to encourage local districts to develop programs that will best fit the needs and interests of the pupils.

### B. Excerpts from the Administrative Code, Title 5

Related provisions have not been developed.

### C. School District Policy

Superintendent's Bulletin No. 19 extended the concept of experienced educator and citizen involvement in planning the educational program from the district to the local school level. In this bulletin, the superintendent stated:



Arthur D Little Inc

"Within the guidelines established by the state and the Los Angeles Board of Education, it is my intent that principals, teachers, and community personnel at the local school level plan the program of education for their particular school which best meets the needs of the pupils and the needs of the community." Superintendent's Bulletin No. ___ reinforces and extends the focus on local schools. Division of Elementary Education Bulletin No. 32 and Reference Lists Nos. 19 and 20 deal specifically with school staff and community involvement in planning educational change.

D. Implications for Local Schools

The Miller Education Act recognized the importance of locally determined educational programs which reflect the needs of pupils. It also envisioned the participation of teachers and community representatives in decisions about the program of education. Superintendent's Bulletin No. 19 made the local school the focal point for the process. The guidelines and suggestions contained in Division of Elementary Education Bulletin No. 32 and Reference Lists Nos. 19 and 20 should be used as basic resources for evolving desirable changes in your local school educational program with the assistance of a School-Community Planning Council.

II. SCHOOL DISTRICT RESPONSIBILITY FOR THE EDUCATIONAL PROGRAM

A. Excerpts from the Education Code

Prescribed Courses

8001. The governing board of every school district shall prepare and file with the county superintendent of schools and shall keep on file for public inspection the courses of study prescribed for the schools under its jurisdiction.

Educational Program

8002. The governing board of every school district shall evaluate its educational program, and shall make such revisions as it deems necessary. Any revised educational program shall conform to the requirements of this division.

Enforcement of Courses of Study and Use of Textbooks

8051. The governing board of every school district shall enforce in its school the courses of study and the use of textbooks and other instructional materials prescribed and adopted by the proper authority.

Duty of City or County Board to Prescribe and Enforce Elementary Courses of Study

8054. The course of study for preschool, kindergarten, grades 1 through 6, and grades 7 and 8 of those elementary districts maintaining grades 7 and 8 shall be prescribed and enforced by the governing board in districts having a city board of education or by the county board of education for districts not having a city board of education.

District Enforcement

9251. The governing boards of all school districts shall enforce in their schools the use of textbooks prescribed and adopted by the proper authority.

Refusal or Neglect to Require Use of Prescribed Textbooks; Requiring Purchases

9255. Any city, county, city and county, or district superintendent of schools or any principal of any elementary of secondary school under his charge, who refuses or neglects to require the use of the series of the textbooks prescribed by the State Board of Education or who shall require any pupil, except pupils in classes for adults or junior college, to purchase any supplementary book or books for the pupils' use in the schools is guilty of a misdemeanor.

B. Excerpts from the Administrative Code, Title 5

Related provisions have not been developed.

C. School District Policy

Board Rule 2244. School Program. In accordance with the curriculum policies adopted by the Board of Education, the school administrators shall maintain a school organization program including, at the secondary level, a master program of subjects being offered.

Administrative Regulation - 2244-1

Preparation of School Program. The principal shall determine the procedure for establishing the master program and schedule of classes

The Course of Study for Elementary Schools, Division of Instructional Services Publication No. 375, was revised in 1964 and presently serves to meet the requirements of the Education Code. It was developed as a document which guides teachers in planning and implementing the educational program at each grade level. The publication, Planning the Instructional Program, Grades One through Six, EC-237, 1968, is a key supplement to the Course of Study. It suggests a flexible approach to planning and scheduling the instructional program through large time blocks tied to broad subject areas.

D. Implications for Local Schools

Until a revised, broadly conceived course of study is developed and made available, the present course of study, together with the supplementary publications and policy bulletins, constitute the guidelines for implementing the instructional program. These documents are not intended and should not be used to restrict school staff or teacher planning of programs which are designed to meet the needs and requirements of their pupils.

III. COURSE OF STUDY REQUIREMENTS

A. Excerpts from the Education Code

"General Coverage of Chapter
8501. Except as otherwise provided, the provisions contained in this chapter are the requirements for the courses of study in grades 1 through 12.

"Additional Courses or Activities Which May Be Included
8502. In addition to the course of study requirements set forth in this chapter, the governing board of any school district may include in the curriculum of any school such additional courses of study, courses, subjects or activities which it deems fit the needs of the pupils enrolled therein.

Exhibit J-1 - (Continued)

"Instruction in Personal and Public Health and Safety

8503. The adopted course of study shall provide instruction at areas in personal and public safety and accident prevention; fire prevention; the protection and conservation of resources; and health, including the effects of alcohol, narcotics, drugs, and tobacco upon the human body.

"Instruction on Alcohol, Narcotics, and Restricted Dangerous Drugs

8504. Instruction upon the nature of alcohol, narcotics, restricted dangerous drugs as defined in Section 11901 of the Health and Safety Code, and other dangerous substances and their effects upon the human system as determined by science shall be included in the curriculum of all elementary and secondary schools. The governing board of the district shall adopt regulations specifying the grade or grades and the course or courses in which such instruction with respect to alcohol, narcotics, restricted dangerous drugs as defined in Section 11901 of the Health and Safety Code, and other dangerous substances shall be included. All persons responsible for the preparation or enforcement of courses of study shall provide for instruction on the subjects of alcohol, narcotics, restricted dangerous drugs as defined in Section 11901 of the Health and Safety Code, and other dangerous substances.

"Course of Study Designed for Pupils' Needs

8505. Any course of study adopted pursuant to this division shall be designed to fit the needs of the pupils for which the course of study is prescribed.

"Areas of Study

8551. The adopted course of study for grades 1 through 6 shall include instruction, beginning in grade 1 and continuing through 6, in the following areas of study:

(a) English, including knowledge of, and appreciation for literature and the language, as well as the skills of speaking, reading, listening, spelling, handwriting and composition.

(b) Mathematics, including concepts, operational skills, and problem solving.

Exhibit J-1 - (Continued)

(c) Social sciences, drawing upon the disciplines of anthropology, economics, geography, history, political science, psychology, and sociology, designed to fit the maturity of the pupils. Instruction shall provide a foundation for understanding the history, resources, development, and government of California and the United States of America; man's relations to his human and natural environment; eastern and western cultures and civilization; and contemporary issues.

(d) Science, including the biological and physical aspects, with emphasis on the processes of experimental inquiry.

(e) Fine arts, including instruction in the subjects of art and music, aimed at the development of aesthetic appreciation and the skills of creative expression.

(f) Health, including instruction in the principles and practices of individual, family and community health.

(g) Physical education, with emphasis upon such physical activities for the pupils as may be conducive to health and vigor of body and mind, for a total period of time of not less than 200 minutes each 10 schooldays, exclusive of recesses and the lunch period.

(h) Such other studies as may be prescribed by the governing board.

"Foreign language

8552. It is the intent and purpose of the Legislature to encourage the establishment of programs of instruction in foreign language, with instruction beginning as early as feasible for each school district.

"Instruction in Social Sciences

8553. Instruction in social sciences shall include the early history of California and a study of the role and contributions of American Negroes, American Indians, Mexicans, and other ethnic groups to the economic, political, and social development of California and the United States of America.

"Minimum Instruction in Physical Education
8160.1. Notwithstanding the provisions of Section 8159 (deleted), pupils enrolled in the elementary schools, except pupils excused, shall be required to attend upon the courses of physical education for a total period of time of not less than 200 minutes each 10 schooldays, exclusive of recess and the lunch period.

"Duty Concerning Instruction of Pupils Concerning Morals, Manners, and Citizenship
13556.5. Each teacher shall endeavor to impress upon the minds of the pupils the principles of morality, truth, justice, patriotism, and a true comprehension of the rights, duties, and dignity of American citizenship, including kindness toward domestic pets and humane treatment of living creatures, to teach them to avoid idleness, profanity, and falsehood, and to instruct them in manners and morale and the principles of a free government.

"Prohibited Instruction or Activity
9001. No teacher shall give instruction nor shall a school district sponsor any activity which reflects adversely upon persons because of their race, color, creed, national origin or ancestry.

"Prohibited Means of Instruction
9002. No textbook, or other instructional materials should be adopted by the state board or by any governing board for use in the public schools which contains any matter reflecting adversely upon persons because of their race, color, creed, national origin or ancestry.

"Prohibited Study or Supplemental Materials
9011. Except as to textbooks approved by the state board or a county board of education, no bulletin, circular, or publication may be used as the basis of study or recitation or to supplement the regular school studies if the material contained in the bulletin, circular, or publication has been disapproved by the governing board of the school district in which the school is situated.

"Sectarian, Partisan, or Denominational Publications
9012. No publication of a sectarian, partisan, or denominational character, shall be distributed, displayed or used for sectarian, partisan, or denominational purposes on school premises, but such publications may be used in school library collections and for legitimate instructional purposes.

"Propaganda or Solicitation for Membership of Funds

9013. No bulletin, circular, publication, or article of any character, whose purpose is to spread propaganda, shall be distributed or displayed to anyone, or suffered to be distributed or displayed to anyone, for propaganda purposes on the school premises during school hours or within one hour before the time of opening or within one hour after the time of closing the school, but such bulletin, circular, publication, or article may be used in school library collections and for legitimate instructional purposes.....

The prohibition of this section shall not apply to bulletins or circulars concerning the meetings of organizations issued by any parent-teacher association or by any organization of parents formed for the purpose of cooperating with the school authorities in improving school conditions in the district.

"Religious Matters Properly Included in Courses of Study

9014. Nothing in this code shall be construed to prevent, or exclude from the public schools, references to religion or references to or the use of religious literature, art, or music or other things having a religious significance when such references or uses do not constitute instruction in religious principles or aid to any religious sect, church, creed, or sectarian purpose and when such references or uses are incidental to or illustrative of matters properly included in the course of study.

B. Excerpts from the Administrative Code, Title 5

"73.5. Activities With Respect to Flag. The governing board of each school district shall require, and provide for, the giving of appropriate instruction throughout the school term and the holding of appropriate exercises or other activities in each school under its jurisdiction during the last week of the annual school term of the school which shall emphasize to the pupils of the school the meaning of the Flag of the United States and the purpose, ideals, and freedoms for which it stands. There shall be a daily pledge of allegiance to the Flag of the United States in each public school, conducted in accordance with regulations which shall be adopted by each governing board."

C. School District Policy

The following publications provided by the Division of Instructional Planning and Services constitute a partial list of the available material pertinent to the instructional program at the elementary school level.

| Publication Number | Title |
|---|---|
| EC-375 | Course of Study for Elementary Schools |
| EC-223 | Instructional Program Grade Charts |
| EC-244 | Elementary Teachers' Handbook |
| EC-237 | Planning the Instructional Program |
| GC-10 | American Ideals and Institutions |
| GC-470 | Point of View |
| GC-15 | The Teaching of Values |
| EC-607 | English Language Arts in the Elementary School |
| EC-76 | Development of Listening Skills |
| EC-113 | Guidelines for the Use of Basic and Supplementary Mathematics Textbooks in the Elementary Schools |
| EC-123 | The Art of Questioning in Mathematics |
| EC-110 | Teaching Reading in the Elementary School |
| EC-27 | Science in the Elementary School |
| X-64 | Economic Education in the Social Studies |
| X-54 | Community Services - The Harbor |
| EC-30 | Poultry Farms - How We Secure Our Food |
| EC-247 | Los Angeles, A Changing Community |
| EC-255 | Japan, California's Neighbor Across the Pacific |
| EC-68 | United States: Its Growth and Development |
| X-41 | Global Geography: Food and Other Resources |
| EC-216 | Art - Grades Three Through Six |
| EC-51 | Enrichment Activities in Music for Intellectually Gifted Pupils |
| EC-150 | Elementary School Industrial Arts |
| EC-537 | Physical Education Teaching Guide, Grades 3, 4, 5, and 6 |

In addition to these and other curriculum publications, policy bulletins reference lists and memoranda dealing with the instructional program have been issued by the Division of Instructional Planning and Services, the Division of Elementary Education, and the separate Elementary Area Offices. Division of Instructional Planning and Services Reference List EC-12, November 12, 1968, "The Changeover To Annual Promotion", is an example of the reference lists which are provided. Division of Instructional Planning and Services Memorandum No. EC-28, March 17, 1969, "Mandatory Physical Fitness Testing Program in Grade 4", is an example of the memoranda which are issued.

D. Implications for Local Schools

The elimination of the time requirements for the basic subjects and the modified one hundred minutes per week physical education requirement are the major changes in the Education Code affecting the elementary school education program. While the curriculum publications now available do not precisely reflect the broad subject areas described in Code Section 8551, the guidelines they provide are adaptable to this code requirement. These materials should continue to serve as a resource to teachers as they plan and implement their instructional program.

IV. TEXTBOOK REQUIREMENTS

A. Excerpts from the Education Code

ADOPTION OF TEXTBOOKS, SUPPLEMENTARY TEXTBOOKS AND TEACHERS' MANUALS

9302. The State Board of Education shall adopt one or more basic textbooks in each of the subjects prescribed for the elementary schools by Section 7604 of this code, except in art and in foreign language. The board may adopt a single textbook covering two or more of these subjects. The board may adopt other textbooks, supplementary textbooks, and teachers' manuals for use in the elementary schools. The board may adopt teachers' manuals for use in the kindergarten schools. The board shall determine the grade or grades for which each basic textbook, other textbook, supplementary textbooks, and teachers' manual is adopted.

The board shall determine the period for which each basic textbook, other textbook, supplementary textbook, and teachers' manual is adopted, which period shall not be less than four years nor more than eight years. After an original adoption period has expired, the board may extend the adoption period of such books for not less than one year nor more than four years.

Nothing in this section shall be construed as prohibiting the governing board of any school district, or any county library from ordering and purchasing such supplementary textbooks as are required.

Exhibit J-1 - (Continued)

SPECIFICATIONS FOR TEXTBOOKS

9303. The State Curriculum Commission shall recommend to the State Board of Education, specifications for textbooks for uniform use in the schools of the State so that the textbooks adopted shall conform to the minimum standard for courses of study.

PROVISION OF TEXTBOOKS BY STATE

9307. The State Board of Education shall make available for the use of each pupil enrolled in the elementary schools the textbook that is adopted for the grade in which the pupil is enrolled, except that, in lieu thereof, a copy of a basic textbook covering the same or closely related subject matter and adopted for a lower or higher grade may be made available for any pupil for whom such a textbook would be more appropriate. The board shall provide copies of basic textbooks for teachers of subjects for which such textbooks are adopted. The board shall determine the quantities in which copies of basic textbooks, other textbooks, supplementary textbooks, and teachers' manuals adopted by the board shall be provided for pupils and teachers.

SPECIAL MATERIAL

9309. The State Board of Education shall include in the textbooks and teachers' manuals adopted such materials as it may deem necessary and proper to encourage thrift, fire prevention, and the humane treatment of animals, and teach the health hazards of tobacco and the evil effects of alcohol and narcotics on the human system.
(Amended by Stats. 1965, Ch. 1532.)

CIVICS TEXTBOOKS

9310. The State Board of Education shall include in textbooks and teachers' manuals adopted for a textbook for use in elementary schools for the teaching of civics, particularly the Declaration of Independence and the Constitution of the United States. This textbook shall be in simple form and suited to the comprehension of the pupils.

CIVICS AND HISTORY TEXTBOOKS; CONFORMITY WITH COURSES: PORTRAYAL OF ETHNIC GROUPS' CONTRIBUTION

9310.5. When adopting the textbook and teachers' manuals for use in elementary schools for the teaching of courses in civics and the history of the United States and California, the State Board of Education shall include only such textbooks which conform with the required courses and correctly portray the role and contribution of the American Negro and members of other ethnic groups in the total development of the United States and the State of California.

SEPARATE TEXTBOOKS FOR EACH LEVEL OF LEARNING

9311. In adopting basic textbooks pursuant to Section 9302, the State Board of Education may adopt separate basic textbooks designed to meet the various learning or language abilities of children in the same age group or grade level. In adopting such separate basic textbooks, the State Board of Education shall so select and adopt the textbooks that the textbooks adopted for each level of learning or language ability constitute a uniform and coordinated series which shall be coordinated with other textbooks adopted for the same grade level but for children with a lower or higher learning or language ability. The state board may adopt other textbooks, supplementary textbooks and teachers' manuals for use in the elementary schools, subject to the provisions of this section.

The board shall determine the level of learning or language ability in the particular grade or grades for which each basic textbook, other textbook, supplementary textbook, or teachers' manual, adopted pursuant to this section, is adopted.

Whenever the board adopts basic textbooks, other textbooks, supplementary textbooks, or teachers' manuals pursuant to this section, the board shall determine, at the time they are adopted, the quantities in which they shall be provided for pupils and teachers.

DATE TEXTBOOK IS TO BE PUT INTO USE

9451. At the time of adoption the State Board of Education shall determine the date a textbook shall be put into use, which shall be the beginning of a school year.

NOTICE FOLLOWING ADOPTION

9452. Following the adoption of a textbook the Superintendent of Public Instruction shall give notice of the adoption, the grade or grades for which it is adopted, the date it is to be put into use, the period of years during which it is to remain in use, the quantities in which it will be provided and other matters affecting its use to each county superintendent of schools and to the governing board of each school district. Similar notice shall be given by him following the readoption of a textbook.

ENFORCEMENT

9453. The State Board of Education shall enforce the uniform use of textbooks in the grades of the public elementary schools for which they are adopted.

SUPPLEMENTARY BOOKS

9454. Nothing contained in this article (commencing with Section 9451) shall in any way restrict the additional use of such supplementary books as may be purchased for school libraries pursuant to this code.

PURCHASE OF SUPPLEMENTARY BOOKS BY PUPILS

9552. No pupils shall be required to purchase supplementary books, and pupils shall be expressly notified by teachers that it is not required or desirable that books for supplementary use be purchased by pupils or parents.

PURCHASE

9553. When supplementary books are purchased, they shall be paid for by the school district.

B. Excerpts from the Administrative Code, Title 5

41. BASIC TEXTBOOKS REQUIRED TO BE USED. At the beginning of each school year the governing board of each district maintaining any grade of kindergarten through 8 shall supply to each school in the district, and each school shall keep on file and available for public inspection, a list of all basic textbooks adopted by the State Board of Education for use during that year.

The governing board of each district shall, by resolution, require the principal of each school in which it maintains any grade of kindergarten through grade 8 to file with the governing board during the last month of the school term his written certification that all basic textbooks adopted by the State Board of Education for grades maintained in the school have been used as a principal source of instruction in the respective grades and subjects for which they were adopted.

44. MANAGEMENT AND CARE OF STATE TEXTBOOKS. The governing board of each school district maintaining any grade, kindergarten through 8, shall:

(a) Prescribe and enforce rules for the management and care of state textbooks, and to ensure that such textbooks are used as provided for by law and receive proper care by pupils.

(b) Provide for an annual inventory of all state textbooks in the custody of the district and report such inventory at the time state textbooks are requisitioned.

(c) Prescribe and enforce rules for the collection of money in payment for willful or negligent damage to or less of state textbooks. All money so collected shall be transmitted, at the close of the fiscal year during which it was collected, to the Superintendent of Public Instruction by a warrant on the general fund of the school district payable to the State Department of Education and accompanied by a report of the collection on a form provided by the Superintendent of Public Instruction.

44.1. DISTRIBUTION OF TEXTBOOKS. (a) The governing board of each school district maintaining any grade, kindergarten through 8, and

the county superintendent maintaining any such grade, shall submit to the Superintendent of Public Instruction, on forms provided by the Superintendent of Public Instruction, requisitions for the number of copies of:

(1) Each basic and supplementary textbook adopted for a grade by the Board prior to November 13, 1968, needed to fulfill the ratio requirements fixed by the State Board for that grade.

(2) Each basic textbook adopted by the State Board after November 13, 1968, needed to fulfill the ratio requirements fixed by the State Board for that book for that grade.

(3) Supplementary textbooks adopted by the State Board of Education after November 13, 1968, needed to meet the supplementary textbooks distribution schedule for that district.

(b) The Superintendent of Public Instruction shall ascertain that the number of copies of textbooks requested are adequate but not in excess of the number of copies authorized by law. Due consideration shall be given anticipated increases in enrollment, needs of teachers and supervisors, and reasonable wear and loss of copies previously distributed.

(c) The Superintendent of Public Instruction shall obtain receipts for textbooks distributed and shall maintain records of distribution.

C. School District Policy

School district policy concerning textbooks is set forth in bulletins reference lists and memoranda issued by the Division of Instructional Planning and Services. Example of recent reference lists and memoranda include:

Reference List No. EC-21 of January 6, 1969, which provides information regarding the new state adopted basic and supplementary readers.

Reference List No. General 13 of January 10, 1967, which deals with the requisition for state mathematics textbooks.

Reference List No. EC-19 of January 31, 1969, which is concerned with sets of supplementary textbooks and library books.

Reference List No. General 20 of February 24, 1969, which deals with the requisition for California State Series Textbooks for 1969-70.

Memorandum No. EC-31 of April 9, 1969, which provides information concerning the order for state adopted supplementary textbooks in mathematics.

D. Implications for Local Schools

The code provision regarding the uniform use of state textbooks and the Title 5 regulations requiring the use of state textbooks as the principal source of instruction are mandates which extend directly to the schools. While written reports are not now required, the reliance of the school district on state textbooks accomplishes the intent of the mandate.

V. MINIMUM STANDARDS AND TESTING REQUIREMENTS

A. Excerpts from the Education Code

Testing of Pupils Completing the First and Second Grades;

7785. Commencing with the school years 1965-66, the State Board of Education shall require that uniform tests to determine achievement of basic reading fundamentals and skills shall be administered to all pupils who are completing the first and second grades. The State Board of Education shall adopt rules and regulations governing the time, place, and methods for administration of the testing program. The State Board of Education shall determine the form in which the results of uniform tests under this article shall be reported to the Department of Education, and beginning with the tests administered in the 1968-69 school year to second and third grade pupils, shall require, in addition to reports presently required for purposes of Section 7791, and as based on publishers' norms, that such reports include a distribution, based on first grade test results, of the number of months of progress achieved for each year the pupils have been in school.

Uniform tests for each grade shall be recommended by the Department of Education and shall be submitted to the State Board of Education for approval and adoption . . . The tests which have been approved and adopted by the board shall be printed or purchased, and distributed to the various school districts in the state by the Department of Education.

TESTING PROGRAM TO ASSESS STUDENT COMPETENCE AND ACHIEVEMENT

12821. The State Board of Education shall require a minimum testing program in basic skills courses in all school districts and shall adopt rules and regulations governing the frequency and methods of administration of the testing programs.

The State Board of Education shall annually designate or redesignate the achievement, the physical performance test, and the intelligence test, which shall be used during the ensuing school year in grade 6 or 8, whichever is the last grade in the particular elementary school within the school district, and grade 12 of this testing program except as provided in Section 12824.

It is the intent and purpose of the Legislature that the State Board of Education shall assess the level of student competence and achievement in the various content and basic skill courses commonly taught in the public schools. The Legislature finds and declares that a finding of adequate pupil competence and achievement is essential if public expenditures on education are to be justified.

DEFINITIONS

12820. As used in this chapter:

(a) "Achievement test" means any standardized test which measures or attempts to measure the level of performance which a pupil has attained in one or more courses of study.

(b) "Physical performance test" means any test which measures or attempts to measure the physical fitness of a pupil.

(c) "Intelligence test" means any standardized test which measures or attempts to measure the scholastic aptitude of a pupil.

Exhibit J-1 - (Continued)

(d) "Testing program" means the systematic achievement, physical fitness, and intelligence testing of any or all pupils in grade 6 or 8, whichever is the last grade in the particular elementary school within the school district, and grade 12 in any or all schools within a school district.

(e) "Basic skills courses" means those subjects which involve, among other skills, memorization and mastery of specific functions, including, but not limited to, reading, spelling, basic mathematics, and grammar.

(f) "Content course" means those subjects which require the integration of factual matter, logical analysis, the solution by the student of posed problems, and the ability to communicate ideas, including, but not limited to, literature, history, advanced mathematics, and science.

ANNUAL REPORT OF TEST RESULTS

12823. The governing board of a school district shall provide the State Department of Education with the results of any testing program conducted in the school district upon forms which the Superintendent of Public Instruction may prescribe. The district-wide results of the testing program, but not the score or relative positions of individual pupils, shall be reported to the governing board of the district at least once a year at a regularly scheduled meeting.

ADOPTION OF MINIMUM STANDARDS AND ACHIEVEMENT TESTS FOR GRADES 6, 8, and 12

12830. The State Board of Education shall adopt minimum academic standards for pupils in grades 6, 8, and 12, to include minimum level of student competence, and shall adopt achievement rests pursuant to this chapter which adequately evaluate the minimum level of student competence required by the board.

ANNUAL ACHIEVEMENT TESTS FOR GRADES 6, 8, and 12

12830.5. The governing board of each school district maintaining grade 6 or 8, whichever is the last grade in the particular elementary school within the school district, and grade 12 shall



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annually administer the achievement test designed by the State Board of Education at each of such appropriate grade levels.

ANNUAL REPORT OF ACHIEVEMENT TEST SCORES TO DEPARTMENT OF EDUCATION

12831. The governing board of each school district shall annually report to the Department of Education pursuant to rules and regulations adopted by the State Board of Education, the scores of the achievement tests administered pursuant to this chapter.

STUDIES OF EFFECTIVENESS OF COURSES

12833. From time to time, as the State Board of Education may determine, the board shall conduct studies of the effectiveness of the various content courses commonly offered by the public schools of this state. Such studies shall include details of the specific objectives of the courses and the level of achievement attained by students enrolled in such courses and, for this purpose, the board may use the results of any test administered under the provisions of this chapter.

COOPERATION BETWEEN SCHOOL DISTRICTS AND STATE BOARD OF EDUCATION

12837. The governing board of any school district shall cooperate fully with the State Board of Education in making its schools available for studies; provide, that the State Board of Education shall provide all necessary materials and consultant services free of charge to the district.

HIGH SCHOOL GRADUATION OR GRADE PROMOTION NOT DEPENDENT ON TEST PERFORMANCE

12838. No provision of this chapter or Article 3 (commencing with Section 8571) of Chapter 3 of Division 7 of this code shall be construed to mean, or represented to require, that graduation from a high school or promotion to another grade level is in any way dependent upon successful performance on any test administered as a part of the statewide testing program.

Exhibit J-1 - (Continued)

ANNUAL REPORT OF STATE DEPARTMENT OF EDUCATION TO STATE BOARD AND EACH SCHOOL DISTRICT; CONTENTS

12852. The State Department of Education shall prepare and submit an annual report to the State Board of Education and to each school district in the State containing an analysis, on a district-by-district basis, of the results of every testing program conducted through a statewide program or on a statewide basis, which is to include, but is not limited to, an analysis of the following operational factors having a substantive relationship to or bearing on such results:

(a) Maximum and minimum salary range of teachers.

(b) Average class size in grades 1 to 3, inclusive.

(c) Pupil-teacher ratio in grades 4 to 8, inclusive.

(d) Number of nonteaching certificated personnel per 100 full-time teachers.

(e) Total rate of school district tax.

(f) Assessed valuation per average daily attendance.

(g) Percentage of minority enrollment.

(h) Index of family poverty, derived from dividing funds received under Title I of the Elementary and Secondary Education Act of 1965 (Public Law 89-10) by the average daily attendance in the district.

(i) Average scholastic ability.

(j) Average transitory factor as derived from dividing the average daily attendance of the school by the total annual enrollment of the school.

B. Excerpts from the Administrative Code, Title 5

431. Pupils to Be Tested and Time of Testing. The reading test selected by the Department of Education for a designated grade shall be given to each pupil enrolled in that grade in accordance with the schedule set forth in this section. In ungraded primary sections, pupils certified as first, second, or third grade pupils for purposes of official enrollment are deemed, for the purposes of this article, to be enrolled in the respective grades for which they are so certified.

Exhibit J-1 - (Continued)

| Testing Period | Year | Pupils to be Tested |
|---|---|---|
| Last 10 school days in May | 1966 | All pupils enrolled in Grades 1 and 2 who are considered September entrants |
| First 10 school days in January | 1967 and each later year | All pupils enrolled in Grades 1, 2, and 3 who are considered mid-year entrants |
| Last 10 school days in May | 1967 and each later year | All pupils enrolled in Grades 1, 2, and 3 who are considered September entrants |

85.1. Required State Testing Program; Tests and Procedure. (a) The governing board of each school district maintaining Grade 6 or Grade 10 shall cause to be given to each pupil enrolled in either of those grades, the reading achievement test and the intelligence test designated by the State Board of Education for the grade in which the pupil is enrolled. The tests shall be given during the month of October of each year, beginning October 1966.

(b) After the tests have been given, the district superintendent, or the county superintendent if the district has no superintendent, shall certify that the tests were given in accordance with the procedures specified by the publishers of the tests.

(c) The tests may be scored by any of the following:

(1) Employees of the district.
(2) Employees of the county superintendent of schools.
(3) The publisher's scoring services.
(4) Other scoring services.

(d) After the tests are scored, the district superintendent, or the county superintendent if the district has no superintendent, shall certify that the tests were scored in accordance with the procedures specified by the publisher of the tests.

Exhibit J-1 - (Continued)

(e) The governing board of a school district may authorize the scores to be submitted to the State Department of Education by any of the following:

(1) The district superintendent.
(2) The county superintendent of schools.
(3) The publisher's scoring service.
(4) The chief administrator of other scoring services who performed the actual scoring.

Submission of the scores shall be on the dates designated by, and on forms prescribed or approved by, the Superintendent of Public Instruction, including punch cards so approved.

86.1. Required Program. Each school district maintaining the grades mentioned herein, or any of them, shall give, at least once during the 1966-67 school year and at least once during each school year thereafter, to all pupils enrolled in one grade in each of the following groups, the physical performance test designated for that grade by the State Board of Education pursuant to Education Code Section 12821:

| Group 1 | Group 2 | Group 3 |
|---|---|---|
| Grades 4, 5, or 6 | Grades 7, 8, or 9 | Grades 10, 11, or 12 |

Notwithstanding the exception provided in Section 86(a), each physically handicapped pupil shall be given as much of the designated physical performance test as his condition will permit.

C. School District Policy

Board policy guidelines pertaining to the testing program are contained in the Administrative Guide. The following excerpts are particularly applicable to the elementary level:

Exhibit J-1 - (Continued)

Board Rule

2229. Standardized Testing. Evaluation Program. The Superintendent shall be responsible for a city-wide program of evaluation through administration to all pupils of the State required and Board approved testing programs. (Ed. Code, Sec. 12821)

Additional Standardized Group Testing. Local schools may administer additional group standardized tests including scales, inventories, and tests of special abilities and talents to obtain further information needed to improve classroom instruction and to guide the individual pupils.

Provisions shall be made for the administration of tests for standardization and research purposes.

2229.3. Coordination and Administration of Group Testing Within the Schools.

In the elementary schools.

(a) The principal shall be responsible for the coordination and administration of all standardized group testing within the schools for ordering and distributing the materials needed.

(b) The supervisor of guidance in the district office shall give technical assistance to the principal in the use of tests, and provide in-service training of school personnel to insure proper administration and interpretation of group tests.

2229.4. Persons Authorized to Administer and Interpret Group Tests.

(a) The supervisor of guidance in the district office shall give technical assistance to the principal in the use of tests, and provide in-service training of school personnel to insure proper administration and interpretation of group tests.

2229.4. Persons Authorized to Administer and Interpret Group Tests.

(a) Achievement tests and interest inventories may be administered and interpreted only by a faculty member who has received training designed to establish and improve his skills in educational measurement.



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(b) Intelligence Tests

(1) In the elementary schools, intelligence tests may be administered and interpreted only by school personnel who have been approved by the principal and the supervisor of guidance in the district office. The administrator shall interpret intelligence tests results to parents.

(c) Personality Tests in the Elementary, Junior and Senior High Schools. Tests of personality shall not be administered in individual or group situations without the approval of the principal and the appropriate Supervisor of Guidance and Counselling.

2229.5. Availability of Test Results. Test results necessary for use in classroom instruction and in the guidance of individual pupils shall be made available to teachers at all times.

Specific procedures for carrying out the state mandated and supplementary district testing are described in reference lists and memoranda issued by the Measurement and Evaluation Section of the Auxiliary Services Division and the Division of Elementary Education. The following references lists and memoranda deal with the testing program for the 1969-70 school year:

Auxiliary Services Division Reference List No. 11, dated September 3, 1968, California State Testing Program: Fall Semester, 1968-1969.

Auxiliary Services Division Reference List No. 16, dated December 2, 1968, Mandated Primary Reading Tests: January 1969.

Division of Elementary Education Reference List No. 13, dated February 4, 1969, Testing Programs in the Elementary Schools.

Auxiliary Services Division Reference List No. 20, dated February 24, 1969, Evaluation Program: Spring Semester, 1968-1969.

Auxiliary Services Division Memorandum No. 43, dated April 7, 1969, Data To Be Collected In Connection With Primary Reading Testing Program.

Auxiliary Services Division Reference List No. 22, dated April 14, 1969, Mandated Primary Reading Tests: May 1969.



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D. Implications for Local Schools

Assembly Bill 1168 resulted in changes in the Education Code aimed at increasing the accountability of schools. The full impact of the changes will become more evident after the State Board of Education acts to establish minimum standards and designates the tests to be used at the sixth grade level. The action of the State Board will be expressed in changes and additions to Title 5, bringing it into line with the new Code provisions.

Although standardized testing is mandated by the State and the school district, schools continue to have the option of supplementing these testing programs. The primary restraint on individual school testing programs is the cost of tests which must come out of the school's supply allocation. The effect of state established minimum standards at the sixth grade level can only be conjectured, However, the standards imposed and the testing required could affect the instructional program in the upper elementary grades.

Although the Miller Education Act made it possible for schools to have more flexibility to determine their educational program this freedom has been restricted by the minimum standards and mandated testing requirements. Not only is it probable that the paradox will remain, but it is likely that increased emphasis will be placed on assessing of the educational product in terms of defined objectives. To the extent that this takes place, teachers will need to be retrained and new priorities will need to be established within the educational program.